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# SOCIAL SURVEYS OF URBAN COMMUNITIES

A DISSERTATION

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## NEED OF A COMPREHENSIVE SOCIAL SURVEY.

Every succeeding generation brings with it changes which give it a distinctive mark in history; but no greater achievements are recorded than were accomplished in this country during the past century. We are moving today with impulsive speed. The problems we need to solve are not the ones discussed two or three generations ago. Each day new issues are swept in upon us which must be met at once, while the experience gained in solving the problems of past generations bears upon the new issue only in an indirect way. Aided by the great natural resources of the country, and the inventions which led to our present systems of rapid transportation and communication, we have erected upon places which but a short time ago were almost impenetrable forests, or marshes reeking with malaria, cities which are the homes of millions of people who have come to this country from all quarters of the world seeking to better their condition of life.

In 1800 only  $2\frac{1}{2}\%$  of the people of this country lived in cities of over 20,000 inhabitants, while in 1900 over 33% of the population of the United States lived in such cities. Where fifty years ago there were villages and trading posts, there are today cities whose population runs from hundreds of thousands to millions,—cities whose serious problems have multiplied as rapidly as their population. The industrial progress of our country has entirely revolutionized our methods of life. It has resulted in so magnifying and complicating every social, political and economic situation that men have not yet learned how to adjust life to them. The thousands of immigrants have developed in our cities conditions which are deeper and of more vital importance than the mere surface problems of housing, sanitation, and economic mal-adjustment generally. They have brought from every country, almost every hamlet in the world, traditions, desires, habits and thoughts of life which are their heritage from past centuries, and which are bound to exert influences upon their new surroundings, which act and react upon each other, and to a perhaps unsuspected degree may determine the type of the future American. What these forces are, and how they affect the lives of the people when transplanted to this new American soil, can only be observed by the most careful study of all the social activities of the

people. In short, before it is possible to decide upon an intelligent and constructive method of procedure, a careful and comprehensive social survey of the community under consideration must be made.

It is only within the last few years that we have begun to observe the terrible waste which is taking place in the process of transforming the products of our natural resources to meet our needs. With the awakening to the situation, there have sprung into existence in every part of the country movements to stop this needless waste. In almost every state commissions have been formed,—the national government has taken a leading part in the movement, and today with the coöperation and correlation of the various phases of the movement, the waste in our natural resources is rapidly being reduced to a minimum.

Seemingly as a result of the agitation for the conservation of our material resources, the people of this country are rapidly awakening to the wasteful and entirely unnecessary leakage in our human resources. They are beginning to see that the waste of material resources is negligible when compared with the waste and destruction of the social world. They have begun to see, not only the thousands of unnecessary and premature deaths,—but also that in every community there are lives which are stunted, or idled away because there is no available opportunity to develop them. Human life and human achievement have been all too frequently burdened by the neglect and self-interest of business and industry, and by indifference and ignorance in regard to our political affairs. However, men are beginning to realize that our social institutions have not progressed as have our various industries. Whereas, the institutions affecting our industrial life have combined into great organizations in which every effort put forth is used to the very best advantage, the institutions affecting our social life are largely unorganized, independent and often conflicting bodies. Consequently, the efforts of the social organizations, while frequently of inestimable value in themselves, overlap and in numerous cases counteract each other, and, what is of greater importance,—these competing bodies, in their race to be the first in the same particularly spectacular field of reform work, frequently overlook the real source of the leakage they are attempting to stop. Since this has been the case so long, it is a gratifying sign of progress that at length we are aroused to the necessity of greater intelligence for the guidance of our well-meant but sometimes misdirected efforts.

Never before was there a time when there was so general a movement to understand social conditions as now exists. In almost every city of any importance investigations are being carried on in some field or other.<sup>1</sup> The organization carrying on the project may be a church making a survey of its particular community,—a civic league making an investigation of the industrial situation,—a charitable organization investigating the poor quarters of the city,—a department of health making a sanitary survey,—or it may be an intensive survey of the industries and living conditions as carried on in London, Pittsburgh, Buffalo or Birmingham, Alabama. But whatever the source of the particular movement may be, the number and variety of surveys that are being contemplated and made throughout the country indicate that there is a general demand arising to have some accurate information in regard to existing conditions.

Here as in all new undertakings, notwithstanding the vast amount of data collected, it is impossible to make the most advantageous use of it; hence, in comparison with the effort expended, very little of lasting value is accomplished. The fault is not so much in the lack of energy, as it is in misapplied energy. And even though the efforts toward a better social understanding are of considerable local importance, the diversity of interests directing the various surveys, and the variety of methods used in making such investigations, tends to materially decrease the value of the data gathered for the general scientific study of society. Nor are these local movements always of the greatest practical value in remedying the community's immediate needs. Too often a group of people, stirred by some particular abnormal feature brought vividly to their attention, begin to agitate along that particular line, without any knowledge of the community as a whole and consequently to little purpose; while if they did their work in collaboration with some already existing agency, the results accomplished would be far greater than those now obtained and would have more lasting value to the community, with less expenditure of time and money. If a complete and thorough survey were made before attempting to inaugurate a reform movement,—instead of trying to stop the stream of social disorders by damming it in its course,—the source of the undesirable and harmful conditions would be discovered and all efforts might then be directed toward the place where they would be of greatest service. In speaking of the neglect

<sup>1</sup> "Spread of the Survey Idea," Paul U. Kellogg, Director of Pittsburgh Survey, 1907-09. The *Social Survey*, Department of Surveys and Exhibits, Russell Sage Foundation, 2nd Edition.

often shown by agencies in acquainting themselves with the entire local situation before selecting their particular field of activity, Miss Byington tells of one small city which had a tuberculosis relief society with a paid worker on half time who dealt in a year with thirty-seven cases of tuberculosis. It had no housing committee, and no ordinance compelling sewer connection for the houses, although more cases of typhoid than tuberculosis were reported each year. There was an Associated Charity organization in this place which should have handled both tasks through special committees, but which confined itself to superficial relief work.<sup>2</sup>

The object of a social survey should be not merely to gather all the facts pertaining to the social life of the community; but far more to correlate these facts and to make progress toward the discovery of the underlying causes by which they are molded and their effect upon each other. It should be more than a collection of unwarranted beliefs and current opinions, second-hand information and perhaps a generally superficial, unscientific investigation. A survey should help one to know his community sufficiently well to enable him to take a broad comprehensive view of its social conditions. It should disclose facts, their interrelation and bearing,—and the forces within the social group under consideration, which determine its activities.

In order to be of the greatest possible value, a social survey must recognize all of the activities within the community,—and all of the conditions which in any way have a bearing upon these activities.<sup>3</sup> It cannot be of the greatest worth, and in fact in a strict sense, cannot claim to be a social survey of a community unless it covers as far as possible all phases of the community's life. It must be more than an investigation of the *social disorders*; it must be a thorough study of the *normal social life as well*. The existing conditions and activities within the normal life of a group of people, are the most important factors in determining the character of the group. But because the social disorders flare up so vividly,—they are too often given undue attention. Not until we carefully balance the good with the bad are we able to determine what are the real forces effecting the life of the community. Furthermore, it is impossible adequately to study any one phase of the community's life, without

<sup>2</sup> What Social Workers Should Know About Their Own Communities, First Edition; Charities' Organization Department, Russell Sage Foundation.

<sup>3</sup> Riley, Thos. J., "Sociology and Social Survey," *American Journal of Sociology* Vol. 16; Daniels, "Social Surveys, Reasons, Methods, and Results," *National Conf. Char. and Corr.*, 1910.

giving due weight to all the interrelated activities.<sup>4</sup> In order to study such abnormal social activities as vice and crime, we must have a knowledge of the poverty, housing, working conditions, means of recreation, educational facilities and moral and social traditions. Similarly, each of these forms must be studied in connection with other conditions and activities. For example, one cannot understand poverty if studied apart from industry, sanitation, housing, household budget, sickness, family conditions, social customs and methods of poor relief. There is not a problem in the entire field of social interests which can be studied as an isolated problem, if the best results are to be obtained. One cannot make a comparison of the death-rate of two communities without knowing about the races concerned, climate, diet and occupation followed by the majority of each community's inhabitants,—in addition to a knowledge of the general sanitary conditions prevailing. There may likewise be certain factors which affect the death-rate, which are just the opposite of what would naturally be expected. Thus, cities in some of the dry western states, as Arizona and New Mexico, may have an exceptionally high death-rate from tuberculosis,<sup>5</sup>—not because the climatic conditions there aggravate the disease, but rather, because the conditions there are so favorable that many persons beyond hope of recovery go there and die. Hence, the study of disease and the death-rate alone cannot be taken as an accurate measure of the community's health, any more than can the "plague spots" of a city be taken to indicate its general moral tone.

The rapid change in the size, the industrial character and the racial makeup of the population of even our smaller towns and cities, makes a study of these social groups of vastly greater importance than we are at first likely to imagine. Generally we connect the idea of social disorder with large centers of population only, and entirely overlook the very same conditions existing on a smaller scale in our small cities. It is no doubt true that the average person, living in the country at large, knows more about the existence of slums in our great cities, than he does about very similar conditions in his own community. We are all familiar with cities where it was thought there was no industrial or housing problem, nor any great necessity for poor relief, yet, where upon making an investigation they were astounded at the extent of these problems. One small

<sup>4</sup> Hunter, R., *Poverty; Devine, Misery and Its causes.*

<sup>5</sup> In 1912 the percentage of deaths from tuberculosis was nearly twice as great in Colorado as in New York.

city in Illinois, of about 4,000 inhabitants, had a charity organization which did relief work in a neighboring city, because *it was thought* there was no local problem. However, almost before it was realized a colony of about 400 Slavs had grown up in the very heart of the city. Most of them were men without families, who were attracted there by opportunity for labor in a factory located at that place. They crowded together in dilapidated buildings, (a deserted brewery, an old disused hotel and several unused store buildings) in a manner which could hardly have been duplicated in a large city; but the problem was so near home, and the local race and class prejudice was so high, that apparently no interest was taken toward improving their condition. Similar conditions a little farther from home would have been given at least some of the attention merited. Or, take another urban community, a university town, having a population of from 18,000 to 20,000 inhabitants, located in one of the most prosperous regions of the country. There was no organized charity and any agitation for organizing was considered unnecessary, since it was thought there was no need whatever. Finally, the organization was accomplished,—a paid secretary installed, and in one month 92 families were administered to,—in four months 1,042 cases were brought to the attention and care of the organization. A partial survey of the community revealed housing conditions which could hardly have existed in a large city,—a large number of people (in certain sections of the city, practically all) were using water from open wells varying from 7 to 18 feet deep,—and the typhoid rate was three times as great as in Chicago. To the amazement of the citizens, practically every form of degeneracy found in a large city was disclosed, which could very easily be handled when once brought to the attention of the proper authorities. In nearly every town there are conditions which are duplicates on a smaller scale of the conditions in our large cities, where they are notorious merely because of their magnitude, yet in proportion to the size of the city, the problem of the small town may be just as great a menace. It is evident that the general social conditions and activities of small communities should be carefully studied, not only because they throw light upon our city problems by showing them up in a more simple form, but rather because they are in themselves of decided importance in the life of the community. Social disorders like physical disorders are bound to grow if not checked. As the social disorders grow, they soon affect, not only the efficiency of the local community, but those who become stunted physically and morally by those conditions, drift toward the slums of the large centers of population,—become a part of the great

army of periodically dependent or unemployed, or become wards of the state or county in some of its penal or charitable institutions.

Obviously there is need for social surveys, not only in our large cities, but in middle sized cities and small towns as well, for they are the fountain-heads which are sending a steady stream of people to the great centers of population. This stream may include some of the "best blood" of the small community, as is generally stated,—but it also contains the worst. That class which is unable to secure a foothold in the country and small town, drifts about from place to place, and finally lands in the slums of the great city. However, in order to do really constructive work,—to secure the best results from the various institutions already at work in the community,—to lay the foundation which will serve as the basis for constructive civic development for years to come, it is necessary to make a comprehensive social survey of the community in which we wish to work. We must have a knowledge of the political and industrial situation, of public and private educational, religious and recreational institutions,—in short, to do anything of lasting value, we must know all the general social conditions and activities as a whole.

## CLASSIFICATION OF SOCIAL SURVEYS

In order to make a study of the methods which have been suggested, or which have been used in making a social survey of a community, it is desirable to have some basis for classification. It is difficult to make such a classification with any degree of accuracy not only because of the great number of surveys which have been made, but because of the great variety of schedules used. However, there are some distinctive features which make it possible to arrange the more important surveys into three distinct groups.

I. The investigations dealing with or relating to some particular phase of community life, such as are usually carried on by charity organizations, housing associations, church federations, vice commissions, and in making sanitary and food surveys. In this class no comprehensive schedules are followed. The organization making the survey stands for the solution of some particular problem which is either becoming a menace to the community, or concerning which public sentiment has been greatly aroused. While the surveys following a schedule of the first class may make a careful and detailed study of the particular activities and conditions investigated, the lack of information concerning the interrelated activities and the indirectly conditioning phenomena serves as a decided check upon the constructive effort resulting from the survey. The survey is necessarily not only of less scientific value than if more comprehensive,—but as a rule it does not afford sufficient background for the successful handling of that specific problem.

II. In the second group we have placed those surveys which consist principally of historical and broadly descriptive monographs of communities. The schedules followed in this group are much more comprehensive than those of the first group, but the viewpoint is largely historical and the field is covered from that angle, hence they do not conform strictly to the term "social survey" as used in this discussion.

III. The studies and schedules in the third group are of a more or less comprehensive nature, and make an intensive study of several interrelated conditions and activities of the community and of their bearing upon each other, having the definite purpose of bringing about needed changes and increasing the general efficiency of the community.

Some of the leading studies of each group are included here, in order to show the character of the most typical surveys which have been made, and to indicate the general trend they have taken. It is further hoped

that the need of adopting some uniform, comprehensive scheme of classifying social phenomena may be shown, by this variegated collection of schedules. It will be readily admitted that if some uniform basis of classification were adopted the scientific value of these numerous investigations would more than outweigh the results obtained by them under present conditions.

I. We will first consider a few of the investigations in the first group which are limited as a rule to a study of an individual problem treated very largely as a unit by itself. They will serve to show the various types of investigations that are being carried on, and the difficulty that would attend any attempt to compare the results of investigations of similar subjects because of the lack of uniformity among them.

Some very excellent surveys have been made of Rural Communities dealing with the situation from various points of view. A typical survey from the Economic viewpoint is the *Survey of a Rural Township in Southern Minnesota* by C. W. Thompson and G. P. Warber. It touches many of the interrelated economic and social problems as they present themselves to the rural population. Likewise a *Community Survey* by A. W. Nolan of the University of Illinois, suggests a study of Rural and Village Communities along three lines, 1. Farm and Home; 2. Community Life; 3. Organization.

In Germany the Minister of the Interior, and the "Verein für Socialpolitik" made some rural investigations, which were likewise along economic lines, without much attention being given to any other phases of life, although there was some attempt to show the interdependence of the economic and all other social activities of rural communities.<sup>1</sup>

The Bureau of Municipal Research of New York City has carried on many very successful administrative surveys in cities of varying sizes. The organization was founded and financed by public spirited citizens of New York City and was started primarily to examine into the efficiency and make an analysis of the administration of their own city. The success of the Bureau from its very beginning, resulted in its experts being called upon by cities in other parts of the country to work in connection with local bodies, among them being Atlanta, Georgia; Milwaukee, Wisconsin; Portland, Oregon; Toronto, Ontario; and many smaller cities. The lines of inquiry especially emphasized are, 1. Organization, 2. Financial methods, 3. Assessment, collection of taxes, accounting, etc., and 4. Highways, sewers, buildings and other utilities.<sup>2</sup>

<sup>1</sup> *Schriften des Verein für Socialpolitik*, XXII, 1883.

<sup>2</sup> See Bulletin No. 43, May 16, 1914, *New York Bureau of Municipal Research*.

For several years the Board of Public Welfare of Kansas City, Mo., has been carrying on a series of systematic investigations. At first these investigations did not fit into any definite scheme to be followed for a period of years. The personnel of the Board, however, was composed of men who kept in close touch with the city's conditions,—and accordingly investigated problems apparently most needing attention. In 1913 this Bureau published a Social Prospectus of Kansas City, drawing its conclusion in part from the reports given from time to time of its investigations, and in part from special studies made especially for this Prospectus. The work of the past years had revealed the fact that some basis for work extending over a period of years must be reached. Hence, this survey was prepared, not to be presented as a thorough study, "but as a mere preface to a vast amount of research work necessary to the comprehensive understanding of a field so extensive and important as this." This city was divided into districts based upon their special characteristics, and a general statement made concerning population, nationalities, industrial agencies, social forces (meaning thereby, churches, clubs, charities, social settlements, schools, etc.), educational advantages, recreative, charitable, and corrective agencies.

The Civic League of St. Louis has made housing investigations covering the interior and exterior condition of houses. Their investigation also included general facts in regard to the community, but no complete survey of the communities investigated was made. In connection with the civic league, the School of Social Economy of Washington University, carried on investigations of Amusements, Recreation, Dependents, Delinquents, Infant Mortality, Child Life, Milk, Tuberculosis, Accident and Relief, Economic Family Conditions. No definite comprehensive system was followed in these special investigations. The problem decided upon was one apparently most needing investigation.

Investigations have been carried on in about 100 cities by the Bureau of Social Service of the Board of Home Missions of the Presbyterian Church in the United States of America. Their work consists of a study of social conditions, with recommendations how to meet those conditions; although the greatest emphasis is placed upon the study of the movements of the population for the purpose of determining the characters of church enterprise required to meet the future as well as the present. Their survey blanks and charts were used in connection with the investigations carried on by the "Men and Religion Forward Movement."

Classes in the University of Missouri, under the direction of W. T. Cross (General Secretary of the National Conference of Charities and

Correction), used the following outline for a social survey of a city of about 10,000 inhabitants. 1. The people (genesis and racial makeup, social institutions, social stratifications.) 2. The static physical conditions of existence (environmental distribution of wealth and ownership of property, housing, pure air, water and food, health and sanitation, physical setting of the population otherwise.) 3. Dynamic conditions of existence. (A. WORK—hours and wages, control of labor, accidents, factory inspection, labor of women and children, cost of living; B. CULTURE—schools, industrial education, truancy, playgrounds, organization of children, libraries, other cultural institutions, relations of religious activities.) 4. Social control. (Laws and ordinances.)

During the early part of the present year (1914), Mr. Cross, assisted by Mr. R. H. Leavell, made a rapid survey of Springfield, Missouri, the object of which was, "to point out the principal community needs; to indicate practical methods for meeting these needs; to make clear the existence within the city of abundant resources for the reorganization and development of agencies of betterment." The survey was greatly limited by time and necessary funds. Hence, no attempt was made to make any detailed investigations, but rather, to outline a constructive policy to be followed for a period of years.

One of a series of studies undertaken by the different departments of the Civic Federation of New Haven, was an Industrial Survey of a New Haven District made in 1912-13. The purpose of this study was to secure reliable data in regard to 1. Earnings, 2. Expenditures, and 3. Living Conditions of a group of working people of New Haven. While the general nature of the investigation was similar to the "Stock Yards" budget study, it was much more rapid and less detailed and accurate.

Some of the ablest investigations carried on in this country are those conducted by Hull House and by the School of Civics and Philanthropy of Chicago, who coöperate in much of their work in this line, and who also do work in connection with the United Charities and other welfare agencies of the city. The leaders of this work keep in close touch with the life of the communities studied, and hence the investigations generally apply to some problem which is of vital importance to the district. If an investigation is made of a community which is less familiar, no special inquiry is made without first having as comprehensive knowledge as possible of the general background. First, a study is made in the library, of all similar inquiries which have been made, as well as the methods followed in the investigation of similar subjects. Next, the

field is visited and through interviews with individuals and by visiting institutions and neighborhoods, an idea of the problem as it presents itself is secured. This work preliminary to the study of a specific problem is a recognition of the need of a general survey of a community before making any special investigation.

A special type of Survey, designated as "Sanitary Surveys," but covering the general situation, is being made by Mrs. Caroline Bartlett Crane. Her work first attracted attention when she had charge of a Unitarian Church in Kalamazoo, Michigan. She has made investigations and submitted reports of over fifty cities large and small, in various parts of the United States. These surveys are not very detailed or scientific, but are rapid investigations of certain features of the community's activities which bear directly upon the city's health. They often serve as an "eye-opener" and pave the way for a more detailed and more comprehensive study.

In 1910, the board of health of Springfield, Illinois, under the supervision of Dr. George T. Palmer, made what was perhaps the best as well as one of the first extensive sanitary surveys carried out. Inspectors from the Department visited every house in the city with instructions to gather the following data: 1. The location of each shallow well. 2. The location of each privy vault or cess-pool. 3. The number of sewer and water connections for sanitary purposes. 4. The general sanitary and physical condition of each house. From the data thus obtained, there was prepared a sanitary map of Springfield, ten by twelve feet in size and showing every house by number, every vacant lot and piece of business property and all schools, churches, and public institutions. The map also showed all wells, vaults, watermains, and sewers. There was also an investigation of milk and restaurants. Following the example of Springfield, several other cities have undertaken similar sanitary surveys. Aside from the great local value attached to this survey was the general effect it has had upon the question of surveys. The making of a survey was looked upon as a gigantic undertaking as was the case in Pittsburgh and London,—which could not be attempted without a large working force, and great resources. Springfield showed what could be done at a minimum cost, and largely with the working force of departments already organized. The work there has, however, not ceased with its first success. It is realized that this is merely a beginning. A comprehensive survey is in progress in Springfield at this time.

An investigation of wages and family budgets was carried on in the Chicago Stockyards District (April 1, 1909-April 1, 1910), by John C. Kennedy and others, under the direction of the Board of the University of Chicago Settlement. In order to discover the least wages that will support a family in that district, the family budgets of 184 typical stockyards families were gathered. First, a schedule was prepared covering all the points about which information was desired. This included, I. Composition of Family, covering age, sex and nationality of the different members; II. Income; III. Expenditure for, a. food, b. clothing, c. carfare, d. education and reading, e. laundry and repairs, f. furniture and furnishings, g. fuel and light, h. insurance, i. health, j. dues, taxes, etc., k. recreation, l. miscellaneous; and IV. Housing conditions. Next, a large number of families were persuaded to keep systematic accounts of their incomes and expenditures. About 400 families were persuaded to keep accounts, of which 272 kept their accounts long enough to be made use of by the investigators. Of the 272, 88 were rejected as being unsatisfactory, leaving 184 families from which the statistics were tabulated. The period covered by these accounts ranged from 9 weeks to a year. Over 75 per cent of all were kept for a period of six months or more.

While the survey was limited to a comparatively narrow field, the investigation was very intensive, and carefully conducted. Every possible attempt was made to correct inaccuracies, and to reduce budgets taken at different seasons of the year to a unit basis. This survey is one of the best of its kind ever attempted, although according to statements of the principal investigators, it is neither as intensive in regard to the qualities of the commodities used, nor as extensive as would have been preferred if more time and greater resources had been at their disposal. However, for all practical purposes the budgets represent the actual conditions prevailing in the stockyards district, as far as income and expenditures are concerned.

The *Lawrence Massachusetts Survey*. In 1852 Daniel A. White gave to trustees a considerable tract of land, the proceeds of which should go toward providing a course of lyceum lectures, and "to promote the moral, intellectual and Christian advancement and instruction of the inhabitants of the town of Lawrence." In 1910-11 the trustees secured the assistance of Mr. F. H. McLean, then of the Charity Department of the Russell Sage Foundation, to plan a survey of Lawrence. Robert E. Todd was secured to conduct the examination of housing conditions and Pro-

fessor Sanborn conducted the Health Examination. The funds for the work were limited, hence it was decided to make only a partial survey, and do that thoroughly. Housing and Health were thought to be the phases most directly affecting all of the inhabitants, and hence these together with a study of topography and physical characteristics were made the basis for the study. These matters were thoroughly investigated. The milk supply of Lawrence was traced to its very sources on the farms throughout New England. Suggestions were made regarding the disposal of garbage, fire-protection, building regulations, control of milk supply, and duties of the Board of Health and the Building Inspectors, and an organization was formed to carry on the propaganda for the attacking of those evils which the investigation revealed. One of the significant features of this survey is that it is not proposed that this shall be the end of investigations, but that this is merely the beginning of a comprehensive study of Lawrence "all along the line of living and economic conditions."

II. The Studies mentioned in this group bear a somewhat close relationship to Social Surveys. While they do not make as intensive investigations of conditions as those mentioned in the first group, they note the condition and development of several individual and related subjects and note their effect upon the community.

The most extensive in this division is Booth's *Life and Labors of the People of London*, a work which required seventeen years for its preparation. The subject matter is divided into four Volumes dealing with poverty, five with education and seven with the religion of the people of London. The work is summarized in a statement of Mr. Booth's in which he says, "My object has been to attempt to show the numerical relation in which poverty, misery, and depravity bear to regular earnings and comparative comfort, and to describe the general condition under which each class lives." In this work he describes the people, "as they exist in London under the influence of education, religion and administration." This work has done much to inspire others to undertake the work of making Social Surveys, and it is perhaps to this fact, as well as to its value as a great collection of data concerning the living conditions of the people of London, that it owes its value. Its practical worth, though not its scientific value, has diminished by the length of time spent in its preparation. Any period of time as long as that required in the preparation of this survey is certain to bring great changes in the living conditions of a city.

B. Seebohm Roantree, made several detailed investigations of poverty in cities of Southern England, along lines similar to Booth's study of London.

Culture Agencies of a Typical Manufacturing Group, by John M. Gillette is an interesting monograph of an industrial community in South Chicago. It is especially of value in that it touches practically every phase of social facts which an investigation might bring to light and regards it in the light of its relation to its ethical effect upon the community.

Warren H. Wilson has prepared an historical monograph of Quaker Hill. It is divided into three general divisions, viz., The Early Quaker Community, The Period of Transition, and The Mixed Community, after it had received and assimilated outsiders. In general the treatment of the subject corresponds with Professor Giddings' Classification in his *Principles of Sociology*, e. g., 1. Social Population, 2. The Social Mind, 3. Social Organization, 4. The Social Welfare.

Mr. Wilson has likewise prepared a pamphlet containing twelve studies of community problems for the use of any organizations that wished to become better acquainted with the social conditions of the community in which it existed. The problem studies taken up are, I. Population, II. Economic Problems, III. Poverty, IV. Class Distinction, V. Labor Unions and Labor Problems, VI. Recreation, VII. The Saloons, VIII. The Day of Rest, IX. The Young People, X. Immigration, XI. Christian Leadership in Public Life, and XII. The Community Church. This Schedule has been prepared chiefly for the use of churches and religious organizations, and is perhaps the best along the line in which it has been developed.

In the study of *Manhattanville* (Columbia studies in History, Economics, and Public Law, Vol. 35), H. B. Woolston treats the community, 1st, in relation to its Historical Development, 2nd, An analysis of its Population, 3rd, The Social Temper, 4th, Economic Conditions, 5th, Vital Tendencies, 6th, Movements of the Population.

The Study of an American Town, by J. M. Williams, the Sociology of a New York City Block, by T. J. Jones, and A Hoosier Village, by N. I. Sims are historical monographs of communities developed very largely according to the classification of a community made by Professor Giddings. While their treatment of the subject matter differs somewhat in its details the general form adopted is more definitely a study of the historical development of the social activities and conditions of the community, than a survey of the present status.

A monograph of a somewhat different character is the Social Problem at the Chicago Stockyards, prepared by Charles J. Bushnell, 1902. This study gives a detailed statement of some of the social conditions of the Stockyard community, as compared with the wealthier Hyde Park community. Some of the most evident weaknesses of the industrial situation are pointed out, and a course of action suggested for the amelioration of the unsettled social and industrial conditions prevalent.

III. In this group we have included two general types of material; a. schedules and studies descriptive of the methods of social surveys; and b. reports of survey findings. There are many excellent studies which are not mentioned, but the best as well as the most typical are here. Many of these surveys have resulted as an outgrowth of some special study, from which it was learned that a comprehensive study of the community was needed if permanent results were to be obtained.

*a. Schedules.*

In order that a knowledge of the social conditions of municipalities may be made known to the people who constitute them, and to help obviate unnecessary overlapping of the activities of the various municipal and private ameliorative agencies of English towns, the British Institute of Social Service has proposed the following classification of the fields of inquiry, which shall include not only the problems; but likewise the agencies doing ameliorative work: 1. Health; 2. Sickness, Physical and Mental Defects; 3. Housing; 4. Education; 5. Mental, Moral and Physical Improvement; 6. Thrift; 7. Relief of Poverty and Unemployment; 8. Correction and Detention.

It is interesting to note that this movement had its origin in the realization that in order to cope successfully with any problems, as thorough a knowledge as possible must be had of related problems and a coöperation of the agencies doing ameliorative work. "If the problems of poverty are to find a scientific solution it seems essential that some estimate shall be made of the assets in order that a comprehensive view may be had of the forces dealing by various means with the necessities of the situation."<sup>3</sup> Cheltenham, Aldhain, Birmingham, Bolton, Halifax, Haddenfield, Liverpool, Manchester and Reading have very comprehensive directories of information in regard to local charities and welfare agencies.

In 1911, the Cities Committee of the Sociological Society of London, made the following suggestion: "Before proceeding to the preparation of

<sup>3</sup> *Progress*, October, 1907.

a town-planning scheme, it is desirable to institute a preliminary local survey to include the collection and public exhibition of maps, plans, models, drawings, documents, statistics, etc., illustrative of the situation, historic development, communications, industry and commerce, population, town conditions and requirements, etc." It was held that while a "passable town-planning scheme," might be obtained without a preliminary survey and exhibition,—the best possible cannot be expected. The following general outline was suggested as a basis for surveys which would admit of adaptation and extension to the individuality and special conditions of each town and city: 1. Situation, topography and natural advantages; 2. Means of communication, land and water; 3. Industries, manufactures and commerce; 4. Population; 5. Town conditions; 6. Town-planning.

A pamphlet which is announced as being "a practical scheme for the investigation of the structure, problems and possibilities of rural, village and other communities from the point of view of the church and its work" has been prepared by George Frederich Wells in which the idea is emphasized that to secure permanent results the investigation must be scientific and must be more or less uniform in the various communities investigated. The scheme indicates that if the correct measure of any particular activity in a community is to be obtained, knowledge must be had of associated activities. The studies suggested are: 1. Community and its population; 2. Economic and Industrial Conditions; 3. Civic life and community organizations; 4. Recreation; 5. Education; 6. Religion and church life; 7. The pastor; 8. Interchurch relations; 9. Evangelism; 10. Institutional church work; 11. Federation of Rural Social forces; 12. Ultimate social and religious needs.

A method of analysis for the study of a community has been prepared by Professor Giddings, which has served as the basis for the preparing of several monographs elsewhere mentioned. The analysis is based upon the following outline: 1. The Place; 2. The Group, historical; 3. The Group, physical; 4. The Group, psychological; 5. The ways of satisfying desire or want; 6. The Group struggle for existence and advantage; 7. Social pressure; 8. Social self-control; 9. Organization of the Group; 10. Results of Group formation and Group struggle.

Le Play in his *Workingmen in Europe*, (Ouviers Europeans), gives a method of observation in which the elements of observation are analyzed with mathematical precision. He built up a system which became very widely known as the Le Play Method, and was the basis for a large

number of monographs. It does not appear, however, that the monographs published since the death of Le Play have enlarged the field of Social Science. His followers did not seem to have the power to the degree possessed by Le Play of passing from observation of specific cases to a general view. The method furnished by him treated almost entirely with the family. It did not grasp Society as a whole. M. de Tourville noting the value as well as the imperfection of the Le Play Method, attempted to coördinate the interrelated social facts and develop a means of analysis which would serve as a guide for further studies. He divides social facts into five classes, which he based around the family as follows: 1. Society at Home; 2. Society Abroad; 3. Action of Foreign Society Upon It; 4. History of Society; 5. Rank of Society.

M. Cheysson (Vol. V. *Am. Jour. Soc.*) has prepared a schedule to be used in writing a monograph dealing with the history of a community and its present economic, religious and ethical conditions in a manner similar to Le Play's treatment of the family. He divides it into two main divisions: 1. An Historical Introduction, treating of the demographic, the economic and the social history of the community; 2. Analysis of the present conditions of the community, as affected by its population, industries, economic conditions, religion and ethics.

In *An Introduction to the Study of Society*, by Small and Vincent, there is suggested a method for the study of a community which is the one followed in *The Study of Culture Agencies of a Typical Industrial Group*, by John M. Gillete, and *An Analysis of a Western Town*, by Arthur N. Dunn. It is one of the most comprehensive outlines published, and includes the following: 1. Natural conditions; 2. Artificial Arrangements; 3. Population; 4. Distribution; 5. Grouping; 6. Institutions; 7. Municipal Government; 8. Instability of Sociability; 9. Ecclesiastical Institutions; 10. Educational Institutions; 11. Aesthetic Institution; 12. Entertainments and Amusements; 13. Local Communication; 14. Authorities; 15. Psychical Conditions; 16. Punitive, Reformatory and Ameliorative Institutions; 17. Abnormal Conditions; 18. Institutions of Vice and Crime.

A "Conspectus of the Social Situation, as given in the present state of achievement and in unsolved technical problems," presented by Professor Albion W. Small in his *General Sociology*, correlates the various phases of social achievement and emphasizes the fact that no considerations of any social situation is true which does not give due weight to

all the interrelated factors. It divides the field into the following grand divisions: I. Achievement in Promoting Health; II. Achievement in Producing Wealth; III. Achievement in Harmonizing Human Relations; IV. Achievement in Discovery and Spread of Knowledge; V. Achievement in the Fine Arts; VI. Achievement in Religion.

In 1894, Professor C. R. Henderson prepared a pamphlet entitled, *Catechism for Social Observation* which contains an analysis published for the comprehensive study of a community. It contains suggestions for an analytical study of three groups: 1. The Individual Family; 2. A Village; 3. Large Towns and City. The general topics are—a. The Environment; b. Social Relations of the Community, Natural and Contractual; c. The Arrangements and Activities of the Community as a whole. The subdivisions of this general classification are similar to those suggested in the appendix to Professor Henderson's later publication, *Social Elements*, viz.: 1. Physical Environment; 2. Source of the Population; 3. The Buildings of the Town (past and present); 4. The Works of the Town for the Wealth, Convenience and Comfort; 5. Industries and Commerical Organizations; 6. Institutions of Culture, Regulative Agencies, Churches; 7. Philanthropic Agencies; 8. Institutions of Vice and Crime, Punishment and Correction; 9. Institutions of Positive Progress.

*Knowing One's Own Community*, a valuable publication by Carol Aronovici contains besides a schedule for making a survey, many valuable suggestions for carrying it into practice. The schedule takes up: 1. The Character of the Community; II. Geographic Situation; III. Government; IV. Industries; V. Health, (dealing with mortality and morbidity, and housing); VI. Education; VII. Welfare Agencies; VIII. Poverty; IX. Crime. Dr. Aronovici suggests that, as far as possible, every phase of community life should be covered by a survey, but if limitations of time or working force necessitates the selection of specific problems, these lines of investigation should be carefully determined before beginning the investigation, or as summarized by Dr. Aronovici: "Stated in brief, a survey must follow lines which are of a practical character and must have in view tangible improvements which are easily understood and most generally desired."

Similar to the above mentioned publication, is the pamphlet, entitled *What Social Workers Should Know About Their Own Communities*, by Miss Margaret Byington, Associate Field Secretary of the Charity Organization Department of the Russell Sage Foundation. While it

is not a definite plan for a social survey, it suggests very comprehensively the facts which should be known for the purpose of doing effective charity or philanthropic work. The different lines of inquiry are treated from a legislative and practical point of view. The order in which they are taken up are: I. The City; II. Community Problems (A. Housing, B. Health, C. Industrial Problems, D. The Immigrant, E. Children, 1. Child Labor, 2. Schools, 3. Clubs, 4. Amusements, 5. Juvenile delinquents, F. The Courts, Drunkenness, Non-Support and Desertion); III. The Agencies for the Relief and for the Improvement of Social Conditions, A. Agencies not primarily philanthropic, B. Philanthropic Agencies, 1. Public outdoor relief, 2. Care of homeless men; private relief, 3. The organization of charity, child caring, care of the sick, defectives, the aged.

*b. Reports of Survey Findings.*

The rapid influx of Polish people into Buffalo, New York, created a special problem for that city. There grew up within a comparatively short time, a colony of over 80,000 of this particular group of foreigners, compelling Buffalo to recognize them and deal with the conditions attending growth. The Buffalo Survey of its Polish population (1909-1910) is of particular interest since it is the first survey started on the initiative of a city itself. Under the direction of Mr. John Daniels, the following studies were taken up: I. The History of the Polish Population of Buffalo; II. Their Economic Progress; III. The Industrial Condition of the Masses; IV. Living Conditions; V. Immorality and Crime; VI. The Rising Generation and the School Question; VII. Retarding and Constructive Factors; VIII. Synthesis and Exhibition of Results.

In the suggestions and exhibits made in bringing the results of the Survey to the public, Industrial and Domestic education was made to stand out as the underlying and central need. After the benefits of this special survey were observed it was decided that as soon as the necessary support could be obtained, a survey of which this was a mere beginning would be extended over the entire city, and the fields of investigation extended to include more of the social activities of Buffalo.

A Social Survey of Lowell, Massachusetts, by George F. Kenngott is one of the best examples we have of a general study of an industrial community. While it does not cover all of the conditions and social activities of the community in an exhaustive way, their interrelation and general effect upon the activity of the group is shown, and the most

crying needs of the community are brought out by the study of family budgets, and close observation of the activities of the various institutions of the city. The topics considered are The Population,—Housing of Operatives,—Health,—Standard of Living,—Industrial Conditions,—Social Institutions and Recreation.

In 1912 A Bureau of Economy and Efficiency was established in Milwaukee to engage in a municipal survey, along the lines of the Pittsburgh Survey, but on a broader scope. This survey was to have two principal sections, *first*, a study of the social and economic conditions within the city, and *second*, a study of the economy and efficiency of municipal departments. The Social Survey inquired into the conditions of living in the city. Studies were made of health and sanitary problems, housing conditions, accidents to workmen, standards of living, and kindred subjects. The Efficiency Survey inquired into the organization, administration, accounting, finance, business practice, construction and operation of work performed by the departments of city government, and worked out economical and efficient business systems for these departments. *The Social Survey* was not an exhaustive investigation intended to expose conditions or to furnish material for social philosophy, but a means of measuring the efficiency or discovering the inefficiency of city government. The investigation of housing conditions for example, was simply an investigation of the extent to which the existing laws were enforced. If they were not enforced, the Efficiency Survey must determine why they were not enforced and how they could be enforced. The social investigation discovered actual conditions; the efficiency<sup>4</sup> investigation determined means and measures for dealing with them.

A quick diagnosis of the Civic conditions of Scranton, Pennsylvania was made in 1913 by the Century Club of Scranton under the direction and supervision of the Department of Surveys and Exhibits of the Russell Sage Foundation. The purpose of this study was to indicate some of the problems to be considered in a future study. Reports of various subjects were made, which consisted of a general statement of the situation and an enumeration of the matters which should be studied in more detail. The topics covered in this manner were: I. Community Assets; II. Education; III. Public Health; IV. Civic Improvement; V. Betterment Agencies; VI. Recreation; VII. Taxation and Public Finances; VIII. Working Conditions and Relations; IX. Delinquency.

The Department of Survey and Exhibits of the Russell Sage Founda-

<sup>4</sup> See *New York Bureau of Municipal Research*.

tion has for sometime past engaged in two kinds of field work in making surveys. The one has been a quick diagnosis of local conditions showing the need of a longer and more intensive survey. Enough local facts are gathered to indicate the main lines of investigation which should be taken up later. The other type of survey has been to gather enough local facts to enable the making of a program to extend over several years; it is endeavored to enlist public support in the carrying out of the program; and to clearly point out the problems which need thorough or continuous investigation.

Possibly the most widely known of all American surveys is the *Pittsburgh Survey* (financed by the Russell Sage Foundation), which, to use the words of one of the workers, "Was a rapid fire investigation at close range." Professor Daniels in the *Report of Conference of Charities and Corrections*, 1910, says, "Of Social Surveys, the Pittsburgh Survey must be regarded as the powerful prototype and forerunner. But those who directed the Pittsburgh Survey, would be the first to urge that the comprehensive and complete survey is yet to be made. In Pittsburgh it was deemed wise to sacrifice comprehensiveness to concentrated power of attack upon certain excrescences and enormities in the Pittsburgh situation." The Pittsburgh Survey confined itself chiefly to a study of the industries and living conditions of the working people. The phases dealt with were the people, housing, water and typhoid, labor situation, school system, civic improvement, cost of living, health, industrial accidents, social institutions and children.

The feature of the Pittsburgh Survey which has given it such wide recognition has not been the magnitude of the task as much as the fact that results were obtained by its disclosure of the need of improving conditions investigated. It was shown that the problems need not be considered insurmountable simply because the situation was of enormous proportions.

In 1911 a survey was made of Birmingham, Alabama, under the direction of Shelby M. Harrison. This city is located in the coal and iron district of Alabama, and has grown up rapidly without any planning or direction. Experts were secured to make studies of special problems such as Civic Conditions, Sanitation, Industrial Problems and Children. This study was also extended to smaller communities in the neighborhood of Birmingham, reports of which were published in *The Survey* for 1912.

The Syracuse Social Survey conducted by Shelby M. Harrison, like all of the investigations carried on under his direction, constitutes the

most advanced form of social survey. First a quick study of the city was made. Then under the direction of specialists in the respective fields, the following problems were taken up: I. Health and its Conservation; II. Housing of the Unskilled Work People and the Poor; III. Betterment Agencies; IV. Foreign Population; V. Juvenile Delinquency; VI. Civic Improvement; VII. Labor Conditions; VIII. Sewage Situation. The special lines of inquiry taken up depending of course upon the recommendations made from the preliminary survey of the city. This is generally conceded to be the most practical method of making special investigations.

The *Newburgh Survey* which consists of reports of limited investigations (1912) of social conditions in Newburgh, New York, is one of the best as well as most typical of the investigations carried on by the Department of Surveys and Exhibits of the Russell Sage Foundation. Specialists in the various lines made investigations and prepared reports upon phases of the community's, social conditions and activities and suggested possible changes and improvements. The various fields investigated were: I. Public Schools; II. Health; III. Housing; IV. Delinquency; V. Library; VI. Recreation; VII. Charities; VIII. Industrial Conditions; IX. Municipal Administration. While these various problems were investigated under the direction of experts and specialists from the Department of Surveys and Exhibits, Russell Sage Foundation, much valuable aid was received from volunteer organizations and individuals, in making the investigations and in preparing the Exhibits showing the gist of the Survey. The subjects taken up in the survey were decided upon because of special interest in them or because there was evident need for a change in conditions. The reports of the survey consist of the facts and recommendations of the investigators. Action based upon these reports was left to local initiative.

Only the barest outline has been given of the leading schedules which have been suggested and the methods used by individuals and by organizations in making these investigations and surveys. It is hoped, however, that this has been sufficient to show, 1st, the need of a comprehensive scheme to be the basis of all investigations, and of social or civic undertakings for a period of years; and 2nd, that it has emphasized the need of a more uniform classification of phenomena if the data collected in these numerous investigations is to have any permanent value.

The scope of a social survey will depend upon the purpose for which the survey is carried on and will be largely influenced by the amount of moral

and financial backing,—as well as the specific problem which is the main object for starting the investigation. There may often be uncontrollable factors which interfere with the carrying out of a comprehensive survey, and which may necessitate the concentration of all efforts upon some specific problem. Indeed, this is most probably the best method to follow, where the community to be investigated is a very large city. However, if such surveys are to be of any value beyond the immediate communities in which they are made, they should fit into some larger scheme of classification in order that the results obtained by one investigation may be compared with the results of similar investigations carried on in other communities.

The necessity of a uniform system of municipal accounting has been recognized for a long time. In 1907 the United States Bureau of the Census began an intensive study of this question, although many private commercial organizations and Public Utility Associations had done much toward standardization of certain branches of municipal accounting many years before this. The United States Bureau of the Census has not devised any system of accounting, but it has arranged a uniform system for the classification of receipts and payments set forth by schedules which are being used by an ever-increasing number of cities in the United States and Canada, as the basis for their accounting system. Since the range of activities and conditions covered in a survey is so extensive, the need of a uniform system of making social surveys becomes even more apparent than in the matter of municipal accounting, and the greatest efficiency cannot be obtained unless the entire field is mapped out, and the correlation of the different phases noted, by means of a comprehensive schedule. Even though only a partial survey is made, it should at least cover all phases of the activity which is being investigated, the details should be properly grouped and made to fit into the general scheme of a comprehensive social survey.

While no one of the schedules as mentioned above includes a study of all phases of community life, yet there is embodied in these various schedules practically everything which would be taken up in a complete community survey, although the different subdivisions are not grouped under the same general headings. In the classification proposed below we have attempted to include all the conditions and activities which should be considered in making a complete survey. These are arrayed under eight general divisions:

- A. *Introduction.*
- B. *Natural Physical Conditions.*
- C. *Population:*
  - I. Density and Distribution of Population.
  - II. Nationality.
  - III. Domestic Life.
  - IV. Vital Statistics.
- D. *Social Conditions and Activities, Relating to the Health, Convenience and Comfort of the Community:*
  - I. Housing.
  - II. Public Utilities.
  - III. Diseases and Health Measures.
- E. *Wealth and Industry.*
  - I. Distribution of Wealth.
  - II. Industrial Activities.
    - a. Study of Individual Industries.
  - III. Transportation and storage.
- F. *Group Relationship.*
  - I. Political:
    - a. General Situation.
    - b. Organization.
    - c. Taxes.
    - d. Legislative Restrictions and Regulations.
    - e. Courts.
  - II. Ameliorative, Reformatory and Punitive.
    - a. Child Care.
    - b. Charities.
    - c. Outdoor Relief.
    - d. Homeless men.
    - e. Defectives.
    - f. Other agencies.
    - g. Juvenile Delinquents.
    - h. Adult Crime.
  - III. Recreation and Amusements.
    - a. General Situation.
    - b. Playgrounds.
    - c. Athletics.
    - d. Dance Halls and Theatres.
    - e. Clubs.

- f. Saloons.
- g. Holidays.
- h. Summary.

G. *Education:*

- I. Public Schools:
  - a. Scope.
  - b. Administration.
  - c. Efficiency.

II. Private Schools.

III. Libraries.

IV. Music and Art.

V. The Press.

VI. Higher Education.

H. *Religious Activities.*

## SUGGESTIONS FOR A CITY SURVEY.

### *Plan A.*

There are so many conditioning elements which enter into and modify a city survey, that no hard and fast rule can be laid down as the only method of conducting it. However, a general scheme may be suggested which can be developed according to the local situation.

The very first requisite for making a survey is adequate financial backing, without which it would be folly even to commence the work. Hence, some local organization or responsible individuals must be interested and willing to bear the necessary expense entailed.

When it is evident that a survey will be properly financed and backed by interested parties, the first thing to be done is to secure some person of broad experience in social work to spend a week or ten days in the community making a quick diagnosis of the local conditions, and at the end of that time to make a report outlining a plan including the phases of community life which require special emphasis, and the method of procedure to be followed.

When this has been done, the next step will of course largely depend upon the recommendations made by the preliminary survey. Several methods however depending upon the financial resources might be adopted.

a. After the preliminary investigation by a first class man has been completed, an expert in each line might be commissioned to make a quick diagnosis and report in his particular field, each specialist putting in from two to six weeks at the job. This series of reports would give a basis for a program which could be followed for several years, and would include, 1. Practical measures which could be instituted almost immediately, 2. Steps for manufacturers and others to take voluntarily, which would have to be secured through a campaign of social education, 3. Governmental or other changes to be sought, and, 4. Action which would need to be taken on a large scale by the city, and would necessitate the appropriation of special funds.

b. After the preliminary survey, instead of securing experts to make investigations along their special lines, get one trained investigator with considerable experience who will work for a longer period, in the case of a large city for a year, or a year and a half, and have him cover the entire field of inquiry with the aid of a staff of paid assistants, supplemented by

volunteers. Of course, if funds are limited, and the organization supporting the survey is willing to do most of the work, the expenses may be cut down to a minimum, although it is best not to depend too much upon volunteers, even after the preliminary investigations by an expert has been made, and the method of procedure adopted.

One item should be very carefully provided for in making a survey of a community, namely, publicity. Sufficient funds should be reserved to get the findings before the public. Preliminary reports can be brought out consecutively in the newspapers, which should be enlisted in the interest of the movement. Here, however, never-ending discretion must be used, since an untimely or unwise report may do harm which will more than counterbalance the benefits of the survey. Every household in the city should be reached with the chief elements of the findings and the recommendations, in a simple but very graphic manner, while a strong committee to make known and to create enthusiasm in the investigation and in the suggested measures, by means of newspapers, civic exhibits, etc., is indispensable if the highest success is to be reached. But no public reports should be made, except for a definite purpose, until all facts are obtained and tested.

In giving these suggestions, we have had in mind a rather large community. However, should a survey of a small community be made, the same general course would be followed, except that instead of requiring several weeks of an expert's time for making the preliminary survey, perhaps only two or three days would be required. Likewise, the funds might make it impossible to secure the services of a trained worker for conducting the entire survey. Nevertheless, the survey may be successfully carried on under the leadership and direction of some intelligent and deeply interested citizen.

#### *Sources of Information. B.*

The labor connected with the making of a survey will, to a very large extent be determined by the ability of the workers to find the most reliable, the most comprehensive as well as the most accessible sources of information. Conditions will vary in different communities, and much will depend upon the skill and ingenuity of the worker; however, there are some general sources of information which we shall mention.

##### a. Official Statistics.

1. The census reports of the State and the Federal Government which alternate every five years.

2. The report of the Health Department should furnish the necessary information needed concerning births, marriages, deaths, etc., but it will very often fail to do so.

3. Crime statistics are best secured from the court records, the records and reports of prisons, the reports of the State Board of Charities, or similar organizations, and the reports of special commissions dealing with crime. Likewise much valuable material may be obtained from judges, court, probation and police officers.

4. For industrial statistics use the Federal Census, the report of the Factory Inspector, the Commissioner of Labor, the State Census and the reports of other official bodies, such as employment bureaus, boards of trade, etc.

5. Educational Statistics may be secured from the Federal Census, School Census, local school reports, report of the United States Commissioner of Education, and State Commission of Education, as well as through personal visits to schools, inspection of their books, and questioning of teachers and superintendents, etc.

All these official reports may be obtained directly through the departments or from local representatives.

b. Unofficial Statistics.

1. Reports and records of Philanthropic Agencies.

2. Pay rolls and reports of the various industrial establishments.

3. Letters to all local labor unions, and interviews with labor leaders.

4. Letters and personal interviews with all the leading establishments.

5. The reports of private commissions and other private agencies.

6. The reports of banks and insurance companies, business agencies, and transportation companies.

c. Legal Information.

1. Federal Statutes.

2. General laws of the State.

3. Special State Laws relating to the particular locality, or similar localities.

4. City Charter, and City Ordinances.

5. Board of Aldermen, Health Board, Police Rules and Regulations.

6. Regulations formed by the various departments in accordance with the powers vested in them by law.

7. *The exact wording of the law should be obtained in every case.*

d. General Information.

There is much information which cannot be obtained from any official sources, but which must be derived from investigations of actual conditions. But before any such investigations are undertaken it is well to have consulted all persons who come in contact with those conditions, such as officials, and social workers. In this way the work will be greatly lessened, by interesting a large circle of persons who are informed on the questions to be investigated, and who may be able to point out means of securing the desired data without extra work or delay.

The matter of collecting and properly interpreting statistics is of the utmost importance and can hardly be over-emphasized, since carelessly selected or inaccurate data may defeat the entire work of the survey. If volunteer or inexperienced workers are used, never ceasing care must be observed or fatal errors will slip in. Four rules suggested by Quetelet, for obtaining statistical data, sum up briefly the chief sources of error:

1. Never have preconceived ideas as to what the figures are to prove.
2. Never reject a number that *seems* contrary to what you might expect, merely because it departs a good deal from the apparent average.
3. Be careful to weigh and record all possible causes of an event, and do not attribute to one what is really the result of a combination of several.
4. Never compare data which have nothing in common.

## COMMUNITY SURVEY

### A. *Introduction*

As a foundation for any social investigation one must have some general idea of the city or community as a whole. Its character, whether industrial, composite or residential, will be a very important fact in determining the method of procedure. Each community has a distinct individuality which is the result of its history, its early inhabitants, the causes and method of growth; and is influenced by the predominating nationality, and by the traditions and customs which the various factors have developed in the community. The prevailing attitude toward civic improvements, special interest in some particular subject and the attitude and composition of the local official bodies must all be considered as well as of private organizations and individuals who may either help or hinder the work of the survey.

1. Is the community to be surveyed, a chartered city, a ward, a village, or a town, if none of these, what kind of unit? (Often when some special problem is studied it can be more advantageously done by taking a limited district than by taking the community as a whole. See *Kansas City Surveys*.)
2. What is the general character of the community, residential, commercial, manufacturing, industrial, or composite?
3. What were the important causes that led to the founding and subsequent growth of the early community?
4. Give nationality and chief characteristics of the people who made up the early community.
5. Trace the industrial development of the early community. Has its growth been steady or intermittent? Has there been any recent marked change?
  6. a' Is the industrial, political, and social situation controlled by the descendants of the first settlers or by more recent arrivals?
    - b' Influential individuals of the past?
    - c' Significant events of the past?
  7. What local social problem is of especial interest to the community before the beginning of the survey?
    8. a' Can you depend upon coöperation of public officials in making the survey?
      - b' Can you depend upon the support of the press?

9. Is there in the community, any group of men or women who are willing to bear the responsibility and are capable of taking up the work of the survey in a devoted and intelligent manner?

Information concerning the above questions may be obtained largely by going over newspaper files, talking with well-informed citizens, business men, old residents, ministers, priests, teachers, etc., and referring to the various city and census reports.<sup>1</sup>

#### *B. Natural Physical Conditions (Geographical).*

The geographical conditions of a community are generally recognized in making a survey of a community as being of great importance, and one of the very first factors to be considered. For, while the geographical conditions are fixed, and are very little changed by the activities of men, except in such matters as deforestation, drainage and the irrigation of arid regions, the activities of a community, its industrial character, its inhabitants, its growth and life, depend largely upon its geographical location, its climate, natural resources and character of surrounding country.<sup>2</sup>

1. Give the location of the community to be surveyed.

a'. Its area, b'. Topography, c'. Source of water supply, d'. Natural drainage, and e'. Natural scenic advantages.

2. a'. What are the economic resources of the vicinity? Its soil and products, water power, mines, quarries, forests, fisheries?

b'. Are the natural resources of a permanent nature? If they are failing, what is the reason?

c'. Are important natural resources monopolized?

3. Is the community near any large water front, on any natural highway, or is communication with the rest of the world obstructed by mountains or other barriers?

4. Are there other geographic or climatic conditions in your community which seem to be important factors in the social situation? What gives them their importance?<sup>3</sup>

In addition to the sources suggested above for obtaining information concerning the locality, these questions may be answered by referring to

<sup>1</sup> See: *What Social Workers Should Know About Their Own Community*, by Miss Byington, p. 7-8; *Knowing One's Own Community*, Aronovici, p. 9.

<sup>2</sup> See: E. C. Hayes, "Effects of Geographic Conditions upon Social Realities," *Am. Jour. Soc.* May, 1914; Semple and Huntington, *Pulse of Asia*.

<sup>3</sup> *Knowing One's Own Community*, Aronovici, p. 11. Report of the Cities Committee, *Soc. Society* (London, Eng.), *on Town-Planning*, 1909.

the United States Geodetic Survey Department, Soil Surveys, Agricultural Department, and Census Reports, other publications of the state and federal departments, and by consulting local engineers.

### *C. Population.*

The population of a community is to a very great extent dependent upon the geographical conditions in which it lives. The development of some of the natural resources, as coal, iron, oil, or drainage, and irrigation, as well as advantageous commercial locations, may determine the settling of large groups of people, often of newly arrived immigrants, in congested areas in which there is bound to develop social conditions which retard and often seem to counteract all efforts for social improvement.

#### I. Distribution and Density of Population.

1. a'. What is the total population of the community? b'. What is the average number per acre? c'. Are there especially congested areas? Where? Apparent reason? d'. Number per acre?

2. What per cent of the population of the community have come from other localities within less than five years? .

3. Is population increasing, decreasing, or stationary?

4. What causes tend to increase or decrease population? a'. Immigration, b'. Ratio of births to deaths.

5. What number of families have moved to other places in the past year?

6. What has been the rate of growth of population for past five census periods?

7. Identify quarters of the city in which are assembled people of distinct social character (racial, industrial, religious, degenerate, commercialized vice, criminal).

8. a'. Do such quarters in any case correspond with political wards? b'. Causes of such localization?

9. How is the residential distribution of the people affected by street railroads, by steam railroads, by location of industries, topography, land values, and rents?

10. Make statistical summary of data obtained.

It is often well in making a survey of a large community to divide it according to special population groups, since at times there are specific problems peculiar to individual localities. Maps should be made of these communities indicating their difference in character. (This method was

successfully followed in a survey made at Urbana, Illinois [the report of which is not published]. A section of the city, which had approximately 1,000 inhabitants, was of distinctly different composition than the city proper, although with the exception of two or three families, this group was distinctly American. While the city is a university town, and the county seat of a very wealthy agricultural community, here is an isolated group which was almost entirely industrial, 240 out of a total of 285 adult males being employed in the Big Four car shops, and in brick yards. Their interests and many of their social activities were largely localized, while there was a general feeling that the city proper neglected them. If civic improvements may be considered an index, this feeling was not without foundation.) The federal and state census reports will be the principal sources of information, although local official records and school census will likewise aid materially. Much of the most valuable data, however, will be secured by personal investigation.

It is usually difficult to obtain accurate statistics concerning the population. The records of the board of health are often incomplete, births are not registered, deaths improperly registered, and population figures between census years are often merely an approximation which depends upon someone's point of view and may be exaggerated or diminished accordingly. However, an investigation may lead to a more careful record of vital statistics, which in itself would be worth the effort. The following study involves merely the general considerations of the problem. Further details will readily suggest themselves under each question.

## II. Nationality.

1. Number of entire population, by age, sex, and nationality.
2. What nationalities are on the increase? b'. On the decrease? c'. Is the cause local?
3. a'. Approximate number of immigrants by nationality, who arrived during the last two years? b'. Number unmarried, over 20 years, by age and sex? c'. Number of children below five years?
4. Average marriage age, by nationality?
5. What per cent of the population have both parents of the same racial stock?
6. What organizations are there which help in the proper distribution of immigrants? Are they organized for commercial purposes?

## III. Domestic Life.

We are ever confronted by new problems which seem almost insurmountable—because their very solution will bring about an entirely new

order of things. Modern economic conditions are developing new domestic problems. Labor formerly done in the homes, is now being done in great industrial establishments, making it necessary, where the husband cannot earn enough to support the family, for the wife to go abroad and secure work. Where formerly each family lived in its own house, great numbers are now crowded into one building, which destroys, or at least weakens the "home spirit" and on the other hand, because of a constant change of residence, prevents the growth of a community spirit, which formerly existed.

Instead of spending the hours of recreation in the home, the young people are often from necessity compelled to go out upon the streets to spend their leisure, and while the home used to be the great molder of characters, since it provided for all the spare time of the child, it has become in many cases, merely the place where some of the meals are eaten, and where the sleeping hours are spent. In short, the new conditions have raised the age of marriage; it has changed the industrial character of the home; weakened the home spirit; and lessened the influence of home life in the development of the child.

1. Has the commercial or industrial life of the community any observable effect upon domestic life?

2. Is anything done to develop interest in the improvement of home conditions of laboring people?

3. a'. What is the ratio of divorce to marriage in the community? b'. Among what races is divorce the most prevalent? c'. Most frequent grounds for divorce? Has the church any influence on the question of divorce in this community?

4. What are the state laws regarding non-support and desertion?

5. Has a deserter ever been brought back to this state by extradition?

6. Number of men paying for support of families by order of the court?

7. What do homes in the community offer for cultural improvement and enjoyment? (See Recreation)

8. For lodging houses, see Housing.

9. Labor of women and children.

10. School attendance and other cultural activities, see Education.

11. Religious Activities, see Religion.

**IV. Vital Statistics.**

1. What is the average marriage age in the community?

Average marriage age of unskilled laborers?

Average marriage age of skilled laborers?

Average marriage age of salaried persons?

Average marriage age of professionals?

Number of childless families after three years married life?

Number of families with one child after five years married life?

Number of persons unmarried and over 20 years of age?

2. Is there any local influence which tends to raise or lower the marriage age?

3. Annual birth-rate by nationality per thousand of population?

4. Annual death-rate per thousand population, during the last five years?

5. Annual death-rate per thousand children under five years?

Under one year?

6. What is the annual death-rate, by nationalities, for the past five years?

7. Give the annual death-rate for each of the more prevalent, preventable, and contagious diseases, as—occupational diseases, industrial accidents, tuberculosis, typhoid, measles, diphtheria, scarlet fever, pneumonia, and intestinal diseases, for each ward, and for city as a whole? Show distribution of deaths from different diseases on map.

8. Make statistical summary of all data under "Population."

**D. Social Conditions and Activities, Relating to the Health, Convenience, and Comfort of the Community.<sup>4</sup>****I. Housing.**

The housing conditions of a community affect practically every aspect of its social well-being, and is one of the most important factors in determining the health and morals of the community. In making a study of the housing conditions it is necessary first, to be thoroughly familiar with the existing laws and regulations affecting the condition and methods of construction of houses and tenements, and the extent to which they are enforced. Likewise, there should be more or less familiarity with the housing conditions of other communities similarly located. Most medium sized American cities have very meager housing laws, and hence it is often necessary to secure legislation of some sort before the simplest

<sup>4</sup> See, Henderson, C. R., *Social Elements*—Appendix.

official action can be secured. There was a case in a medium sized city in Illinois, which illustrates this point. A case of typhoid was found in a family which came to the attention of the United Charities of that city. The attending physician traced its origin to the cellar, where there was a seepage through the thin brick wall, caused by a defective sewer pipe. The landlord paid no attention to complaints, and the city authorities did not feel that they had power to act. It was not until the matter was about to be referred to the State Board of Health that any action by the landlord could be obtained. Merely getting ordinances passed, however, without sufficient machinery to see that they are enforced is almost worse than no laws whatever, hence if any legislative action is obtained, provision should likewise be made for efficient inspection and enforcement.<sup>5</sup>

a. Industrial tenements and rooming houses.

1. a'. Do any industries furnish houses for their employees?
- b'. Are they individual cottages? c'. What is their character?

2. a'. Character and management of boarding houses. Number, location and character of lodging houses? b'. Number of lodgers in each?
- c'. Amount of bed room space per lodger? d'. Are there night and day shifts in any?

3. a'. Number of hotels and rooming houses? b'. Regulations concerning them? c'. Are they enforced? By whom?

4. Are there any rooming houses provided by philanthropic agencies? Capacity? Condition?

b. Private houses and tenements.

1. What are the requirements regarding,—a'. Light and ventilation of halls and rooms? b'. Vacant spaces in yards or courts? c'. Surface water? d'. Sewer connections? Shallow wells and other sources of water supply? e'. Indoor closets? f'. The use of cellars for living purposes? g'. Fire escapes?

2. Are there any special provisions for new or remodeled houses and tenements?

3. a'. What is the number of inspectors of each department?
- b'. Plumbing, wiring, housing, etc.?

✓  
<sup>5</sup> *Housing Reform and A Model Tenement House Law* by Lawrence Veiller, N. Y. Charities Publishing Comm., 105 E. Twenty-second Street. *What Social Workers Should Know*. Miss Byington. *Labor and Administration*, by John R. Commons contains a Dwelling House Score Card, which has been found to be very efficient, since it serves to standardize reports made in a house to house investigation.

- ✓ 4. Do they inspect on their own initiative, at stated times or only on complaint?
- ✓ 5. a'. Have the inspectors the power to vacate unfit houses? b'. Method of procedure?
6. a'. What was the number of violations last year? b'. Nature of the violations? c'. Action taken? d'. Disposal made of them?
- c. Special Questions for House to House Investigation.
1. a'. What are the general surroundings of dwelling place, size of yard, or court? b'. per cent of lot covered by building? c'. In what condition is it kept?
- ✓ 2. a'. Is there surface drainage? b'. Is live stock kept on the premises? c'. If so, under what conditions.
3. a'. Do inhabitants show any degree of pride in the appearance of their dwellings? b'. Are they encouraged to do so?
4. Is air poisoned by fumes, gases, dust or smoke from factories, railroads, or marshes?
5. a'. Number of rooms per family? b'. Number in each family; number of adults; number of children? c'. Floor space per family? d'. Are boarders or roomers taken to help pay rent?
6. Give general type of building.
- ✓ 7. Has the building sewer connections? If not, disposition made?
- ✓ 8. a'. What per cent of apartments have toilet facilities in common with others? b'. What is condition of plumbing? c'. Type of toilet ventilation?
- ✓ 9. a'. Number of outdoor closets? b'. In what condition kept? c'. Number using them? d'. Are they connected with sewer?
10. a'. What is source of water supply? b'. By how many persons used?
- ✓ 11. a'. Are buildings well lighted and ventilated? b'. Number of dark or ill ventilated rooms and halls?
- ✓ 12. Is cause of their being dark and ill ventilated due to nearness to other buildings, aid shaft, or interior room?
13. Number poorly lighted and ventilated rooms, i. e., having window space less than 20 per cent of floor space?
14. Are there any cellar or basement dwellings? Number? Conditions?
15. a'. What is the general condition of cleanliness? b'. Is it due to carelessness of inhabitants?
- ✓ 16. Are tenements or lodging houses properly provided with fire escapes?

17. Summary of questions under preceding head: a'. Number of houses examined which are seriously defective? b'. Number of families in each? c'. Number of persons affected? d'. Number of children? e'. Number of cellar and basement dwellings? f'. Number of buildings which cover 50% of lot? 75%? g'. Badly kept yard and surroundings? h'. Number of families having one room? Two rooms? Three rooms? Four rooms? i'. Number houses without sewer connections? k'. Lack of proper toilet facilities? Water supply? l'. Light and ventilation? m'. Lack of fire escapes?

18. How do old and new tenements compare in the light of this investigation?

19. Is the erection of new buildings properly regulated by building laws? Compare with laws of other cities.

20. What special needs has this investigation disclosed?

## II. Public Utilities.

The rapid development of public utilities and their proper management and control is becoming of ever increasing importance. Formerly keeping up the highways and bridges was the extent to which a town was compelled to go. To this was soon added sewage and garbage disposal, the water supply, fire protection, lighting of streets, the problem of local transportation and control of street traffic. In fact municipal life has become so complicated and so dependent upon the services of these various utilities that the failure of any one to function properly will affect the life of the entire community, and may result in untold hardship.

Before taking up the study of the Public Utilities it is well to become thoroughly familiar with the different forms of control adopted in different states of the Union, notably, Massachusetts, New York, and Wisconsin, and the methods used by the leading American cities as well as the methods followed in European countries.<sup>6</sup>

### a. Streets and Local Transportation.

1. Condition of streets? a'. Types of paving? b'. Mileage of each?
2. a'. Under what legal and municipal conditions are new streets

<sup>6</sup> Control of Public Utilities, see:

*Proceedings of Political Science Association*, 1910;

*Proceedings of Nat'l Mun. League*, 1910.

*Annals of the American Academy of Soc. and Pol. Sci.*, May, 1910.

Meyers, B. H., *American Pol. Sci. Review*, 1911.

Baker, *Mun. Engineering and Sanitation*.

Fairlie, J. A., *Municipal Administration*, ch. II.

Goodhue, *Municipal Government*.

laid out? b'. Are existing streets properly located? c'. Is their width adapted to their use? d'. Is there street parking?

3. Character of bridges; viaducts; grade-crossings?

4. Method and frequency of street cleaning, sweeping or flushing?

5. a'. Are the ordinances referring to streets applied to alleys as well? b'. Are they enforced?

6. Kind of local transportation facilities? a'. Are facilities adequate and satisfactory? b'. Municipal or private?

7. If privately owned, terms of franchise contract?

b. Sewage and Garbage Disposal.

1. a'. Is there an adequate sewer system? b'. Does it cover all parts of the community? c'. Make map of community showing extent of system.

✓ 2. Is there an ordinance with respect to connecting all buildings with sewer? To what extent enforced? If not enforced, why not?

✓ 3. What disposition is made of the sewage?

4. a'. If there is a disposal plant, type and method of conducting it? b'. If not, does disposition of sewage in any way endanger the water supply?

5. Does city collect garbage? a'. Method? b'. Frequency? Cost?

6. a'. If city does not, how is it disposed of?

7. Are alleys and backyards kept free from refuse?

c. Water, Fire protection, Light and Heat.

1. a'. Source of public water supply? b'. Municipal or private plants? c'. Consumption per capita? Meter or flat rates? Extent of each? d'. Sanitary character of water? (B—1 c'.)

2. Is there adequate fire protection? Compare with that of other cities.

3. Do water mains go to all parts of the community?

4. Number of houses not connected?

5. a'. What is the number of open or shallow wells? b'. Number unprotected from surface drainage? c'. Other wells?

6. Make map showing location of all objectionable wells and outdoor closets in the city.

In the survey of Urbana, Illinois, mentioned above, it was found that while the city has an excellent water system, a portion of the city, generally known as East Urbana, received little of its benefits,—in fact, the mains extended along but one side of it, thus depriving them of practically all fire protection. An investigation of the water supply revealed the

following: Shallow open wells 124; bored wells 8; city water 13; Of these 17 wells were considered unfit for use at the time this investigation was made, but it was said that in the spring of the year it was usual for some of the wells to "go bad." This same investigation revealed 142 privies and water-closets unconnected with the sewer, and only 5 houses had modern plumbing. In spite of these conditions, people were surprised at the high annual death-rate from typhoid.

7. a'. What means of public lighting are there? b'. Are plants owned by the city or private companies?
8. How does cost of light compare with other cities?
9. a'. Are there any public or municipal heating or power plants?  
b'. Extent used?
  - d. Other Utilities and Improvements.
    1. a'. What are the facilities for handling and distributing mail?
    - b'. Are needs of city adequately supplied?
      2. Is telegraph service good?
      3. a'. What per cent of families use the telephone? b'. Is there more than one system?
      4. a'. What public buildings, markets, public baths, comfort stations, hospitals, in the community? Value? Location as to convenience and appearance? Adaptation to use? b'. In what condition are they kept?
      - c'. Are there any in process of construction?
    5. What centers in community whose purpose is to add convenience, comfort and beauty?
    6. What efforts are made to improve the general appearance of the city?
    7. Are telephone poles, unsightly lamp posts, etc. tolerated?
    8. What provisions are made for tree planting, parking, etc.?

There are various kinds of public utilities which have not been mentioned here, since they are not as prevalent as those above noted; but the investigation of which should be based upon the general considerations, which were suggested in some detail above. The course to be followed in making the investigations consists in:

1. Conference with officials and employees of the particular utility.
2. Survey of its activities, transactions and records.
3. Detailed study of, a'. operating processes, b'. business transactions, c'. accounting, d'. administration, e'. organization.
4. Study of the mechanical and technical work performed.
5. Operating performance and efficiency.
6. Making of report, with suggestions for reorganization, im-

provement of plant, as well as any failure to meet the needs of the community.

### III. Diseases and Health Measures.

1. a'. What is death-rate by wards for past five years? b'. Apparent cause of excess in any ward?

2. a'. Is it more prevalent among certain racial groups? b'. Any apparent reason?

3. Number of cases of each contagious disease reported or known within past two years? Make chart of principal diseases on basis found among different nationalities.

4. a'. What quarantine measures are used? b'. Diseases not quarantined?

<sup>7</sup> 5. Do physicians and midwives report all births? Are midwives licensed? What precautions are taken against Ophthalmia Neonatorum?

6. a. What epidemics have there been in the last five years? b'. Number affected? c'. Number who received free treatment in hospitals or dispensaries? d'. For what disease?

7. Has recurrence of epidemic from same cause been prevented? If any disease has been especially prevalent, what seems to be the cause?

8. a'. Medical inspection of schools? How adequate? b'. Number of children absenting themselves from school during the past year because of illness? Number of days lost?

9. Has school been closed on account of epidemics?

10. a'. Number of cases of illness discovered among school children by medical examiner? b'. Nature of illness? c'. Number of cases of tuberculosis found among children?

<sup>8</sup> 11. a'. What other measures are taken regarding health inspection in the community? (See Sewage and Garbage.) b'. What are the state regulations regarding sanitation in industrial establishments?

<sup>9</sup> 12. Is there special need of health education among the people at large in regard to care of homes.

<sup>7</sup> For information write to "The Committee on the Prevention of Blindness," 105 E. Twenty-second Street, New York City.

<sup>8</sup> Note especially the laws of New York, Massachusetts and Illinois on Factory Sanitation. They are among the best in the United States.

<sup>9</sup> Much may be done toward improving health conditions in a city by campaigns for health. Possibly as much has been done in this line in Chicago (See *Health Bulletin*) as in any city in the country. Coöperation of all the different organizations possible working hand in hand with the Health Department is sure to decrease any prevailing evil. Individuals must be educated to observe rules of health, and coöperation of public must be secured to enforce laws.

13. a'. What regulations are there concerning food and milk inspection, etc.? b'. Water supply (B—1 c').

<sup>10</sup> 14. a'. Is health department a separate department or a subdivision of another department? b'. Is there need of separate departments? c'. Compare local conditions with other cities.

15. What has been done to increase knowledge of the care of health? (See Chicago *Health Bulletin*.)

16. Is there need of a more rigid enforcement of laws regarding the reporting of all forms of contagious diseases? (See California and New York *Regulations*.)

17. What work has been done by the various societies for the prevention of disease?

18. Is fumigation required after tuberculosis cases?

19. a'. Are death reports and especial causes discussed in the daily press? b'. Do they attract attention? (See 1-9 above.)

20. Summarize and Chart data obtained from queries 1 to 10.

#### *E. Wealth and Industry.*

##### I. Distribution of Wealth.

A knowledge of the distribution of wealth in a community is one of the most valuable assets of a social worker, since upon the matter of income is based much of the community and individual welfare. The social status of a community is so dependent upon the economic status, that in an industrial community where income resolves itself into wages and steadiness of employment, a study of those items will give one more insight into social conditions than any other single study could reveal. Much of the data required may be secured from reports and records of philanthropic agencies, pay rolls, and reports of various industrial establishments, banks, insurance companies, and other sources mentioned in connection with the different studies already suggested.

1. Is there much poverty in the community?

2. Is the proportion of persons without any property increasing or decreasing?

3. a'. What is the per capita wealth of the community according to tax valuation? According to estimate? b'. How great are the extremes of wealth?

4. a'. What per cent in gainful occupations or heads of families have an income of \$5,000 or over per year? b'. Of \$2,500? c'. Of \$1,000

<sup>10</sup> "The Inefficiency of Municipal Health Departments," by Dr. G. T. Palmer, *The American City*, August, 1911.

to \$2,500? d'. Of less than \$1,000? What per cent have an income of \$15 per week or less?

5. Classes of common labor most numerously represented, and wages of each? Proportion of each?

6. Per cent of families who are aided by charity and who are habitual debtors? a'. How many families own their homes? b'. Number who rent? c'. Per cent of each?

7. Is the tendency to own homes on the increase or decrease?

8. a'. What is the average value of individually owned homes? b'. Per cent free from mortgages?

9. a'. Are there building loan associations? b'. Conditions?

10. a'. Per cent of people earning salaries who own homes? b'. Per cent earning wages?

<sup>11</sup> 11. a'. What are the chief causes of poverty? b'. Is there any effort being made to rectify them?

<sup>12</sup> 12. How does the cost of living (fuel, rent, light, water and food) compare with the rate of wages?

<sup>13</sup> 13. a'. How do these conditions compare with similar communities in other parts of the state? b'. With similar communities in other states?

14. a'. Per cent of laboring people who have deposits in bank?

✓ Total deposits in savings banks, average amount per depositor? b'. Is there a Postal Savings Bank? c'. Extent patronized?

15. Are there any organizations which loan money to workers on their notes at reasonable rate of interest? Tell what they are, and their methods.

16. Total amount of money transmitted to foreign countries last year?

## II. Industrial Activities.

Facts concerning the industrial activities of the community may be secured to some extent from employers of labor, labor leaders, and from the board of trade, or chamber of commerce as well as from magazines

<sup>11</sup> See *Poverty* by Robert Hunter.

<sup>12</sup> For study of Family Budgets see *Study of Chicago Stockyards Community* by J. C. Kennedy and others. *Standard of Living Among Workingmen's Families* by R. C. Chapin, Charities Publishing Company, New York and Chicago. *Cost of Living* by Ellen Richards. *A Living Wage* Samuel Gompers, The American Federationalist, April, 1898.

<sup>13</sup> *Wages in the United States* Scott Nearing. "Legal Minimum Wage in the U. S." by A. M. Holcombe, Am. Econ. Rev. Vol. 2, Fabian Socialist Tract, No. 128.

and newspapers. Likewise some states have departments of labor from which a certain amount of data may be obtained. However, the investigator must carefully check up all data received from these various sources and bureaus, and supplement it by data obtained by individual investigation.

a. Control of Industries.

1. What are state laws governing age limits, hours, conditions and kind of industries in which women and children may be employed? Compare with laws of leading states. How enforced?

2. What legal restrictions are placed on tenement industries? (See Holden v. Hardy 169, U. S. 366; Otis v. Parker 187, U. S. 606; re Jacobs 98 N. Y. 98, 103, 112-114. Cases seem to show that legislature cannot get away from prevailing economic status.)

3. a'. Are age certificates required in this state? b'. Number issued in community last year? c'. Number exceptions to the law allowed? Reasons?

4. a'. Number of prosecutions for violation? b'. Number of convictions?

5. Are records kept and reports made to a state department?

6. Compare industrial laws of your state and community with those of others.

7. How do the general labor conditions compare with those of other communities?

8. a'. Has work been suspended during recent years because of strikes and lockouts? b'. Number of industries and workers affected?

9. What have been the results of the more important strikes in last few years?

10. Give number and type of *trade unions, employers unions, protective agencies, etc.*?

Concerning each of the above: a'. Dues, amounts, and methods of grading collection? b'. Accounts properly kept? Reports published? c'. Affiliated with any other organization? Is work duplicated by any? d'. What insurance features? Educational? e'. Method used by each to improve conditions? f'. Do unions seem to increase or to diminish efficiency of laborers? g'. What has been the effect of local labor union on wages, Sunday labor, and sanitary condition of laborers? h'. How are unions in general regarded by community? Is label demanded on goods?

b. *Specific questions for individual industries.*

1. a'. Value of plant? b'. Value of output? c'. Could the capital for supplying the required machinery be supplied by workers themselves?
2. a'. Total number of employees? b'. Number of nationalities? c'. Number of men, women, children? d'. Number married, (men, women)? e'. Per cent skilled? Unskilled?
3. Average wages of each class?
- <sup>14</sup> 4. Extent that labor in this industry is seasonal, casual, or permanent?
5. What is average number of days worked by skilled? Unskilled?
6. a'. What opportunity does it give for training or advancement? b'. Is apprentice system in vogue?
7. a'. Is there a pension fund? b'. Accident insurance? c'. Profit sharing? Type of each (compare with German and English systems).
8. What are the methods for obtaining work?
9. a'. What are the hours of work? b'. Number days per week? c'. Overtime, if paid?
10. What is the maximum and minimum amount of employment offered in this industry?
11. What are the general conditions under which labor is carried on? a'. Is fire protection adequate? b'. Machinery safeguards? c'. What is the condition of lighting in the place of work? d'. Is there proper ventilation? e'. Are women and children segregated from men? f'. Are there proper toilet facilities?
12. What is the existing attitude between laborers and employers? Is there any arrangements for deciding disputes?
  - c. General Summary.
1. a'. What are the manufacturing industries in this community? b'. Number of operating establishments in each industry? Total employed?
2. Number of other businesses such as banks, stores, restaurants, livery barns, hotels, post office, telegraph and telephone, and express

<sup>14</sup> Of even greater importance than the rate of wages paid, is fluctuation in the demand for labor by industrial establishments. Not only does seasonal labor materially affect the income, but the community life becomes unstable, thriftless, and changing.

*Unemployment in the U. S. Final Rep. of Industrial Com.*

*Problem of the Unemployed*, Hobson.

*Encyclopedia of Social Reform*.

*Reports of U. S. Bureau of Labor*.

*Report of Mayor's Commission on Unemployment*, Chicago, 1914.

companies, railroads, offices of professional men, etc.? Total employed?

3. a'. Total output and total capital employed in all manufacturing industries? b'. In other industries?

4. Give, if possible, the total number, and average wages of each of the following classes: a'. Men, skilled, unskilled. b'. Women, skilled, unskilled. c'. children. d'. What is average number of days per year, each class is employed?

5. What lines of work are carried on by laborers aside from regular employment?

6. What is the maximum and minimum amount of employment offered by all employment giving agencies in the city?

7. What is the total number of persons in the city dependent upon employment? How do these two items compare?

8. a'. What per cent of people seek employment elsewhere? b'. Are they forced to do so? Is there a free employment agency in the city?

9. What effect has scarcity or over supply of labor on community?

10. Extent of growth of various industries in the last ten years?

11. a'. Have any new industries been developed or old ones bought out, suspended or absorbed by larger concerns in the last ten years? b'. Have industries absorbed been bought out by local competitors or outside interests?

12. What is the legal or financial connection between any of the industries?

13. To what extent are industries owned by outsiders?

14. Does method of taxation have an effect on establishment of new industries?

15. Are industries dependent on each other's products?

16. Extent to which manufactures are carried on in tenements or other buildings not adapted for industrial purposes.

17. a'. What products are manufactured in "sweat shops"? b'. Under what conditions? c'. Wages? d'. To what extent are children employed in them?

### III. Transportation and Storage.

1. What railroad lines pass through the city?

2. a'. Give number, capacity, etc. of warehouses, elevators, and cold storage plants. Are they adequate and convenient? b'. Include map of the chief lines of transportation and communication.

3. a'. To what extent is this a distributing center? b'. Commodities chiefly shipped?

4. a'. What places of importance are within easy distance?  
b'. Does this enable men to pass to or from adjacent cities for daily work?

5. What water connections has city? a'. Are there any regular steamship routes? b'. Number of lines and routes? Number and size of vessels? c'. Where to? d'. Size and number of docks? Dock equipment?

6. How does the freight and passenger service compare in cost, convenience, and speed with that of the railroad?

7. How do the rates of steamships and railroads on fuel, lumber and food supply affect the local prices of these necessities? Compare prices of staple articles with prices in other communities which do not have the same transportation facilities.

#### *F. Group Relationship.*

##### I. Political.

In many cities there is already established a Bureau of Public Efficiency, a Civic League, or similar organization whose purpose it is to keep in touch with the local political situation. Where this is the case many phases of the problem have been thoroughly studied and the coöperation of such organizations is essential in obtaining the best results. In fact in all phases of survey work, one of the very first things to be done is to get in touch with existing organizations in order to correlate the work already done by various bodies.<sup>15</sup>

##### a. General Situation.

1. a'. Is community a political unit? b'. Has it a special or general charter? c'. What changes in the charter in the last fifty years? (See A—1 a'—d.)

2. What are the requirements for voting?

3. What race or nationality has the largest number of voters? Do they usually vote as a practical unit?

<sup>15</sup> See—*Reports of the Chicago Bureau of Public Efficiency.*

*How to start a Survey of your City's Business Methods*, by W. H. Allen, (Director of N. Y. Bureau of Mun. Research).

*The Am. City*, Vol. 8, p. 252.

*Plans and Methods in Municipal Efficiency*, by B. M. Bastall, *Bulletin No. 1, 19*, Milwaukee Bureau of Economy and Efficiency.

*Knowing One's Own Community*, by Carol Aronivici, p. 12-13.

*American Civic Association*—913-914 Union Trust Bldg., Washington, D. C.

*Municipal Administration* by D. O. Decker, *The Newburgh Survey*, p. 89.

4. Has there been any change in the last twenty years in nationality having largest vote?

5. a'. What was the number by nationality, of applicants for their first naturalization papers in the last five years? b'. Number refused? c'. Number who applied for their second papers in the last five years? d'. Number naturalized citizens who voted at the last national election?

6. What appears to be the party choice, by nationality? Is there any special reason for this?

7. What are the chief political parties? What factions within political parties? Relative strength of each party?

8. What businesses, social classes, moral or patriotic, motives, or specific interests are influential in each party?

9. What other political organizations? Character, methods, and influence?

b. Local Political Organization.

1. a'. Frequency of local elections? b'. Methods of nominating and voting? c'. Form of ballot?

2. a'. What is the type of local municipal government? b'. Number of elective officers? c'. Are they elected by wards or at large?

3. a'. Are there ward leaders? b'. What is their character, business, connection with public works, public offices, political affiliations? c'. What is the result of their efforts?

4. a'. What is the power of the mayor? b'. What are the departments in local government? Make chart showing lines of authorities in local government.

5. Number of workingmen on council? a'. Lawyers? b'. Number of officials representing special interests?

6. How do the commissioners receive their appointment?

7. a'. Do the departments publish separate reports? b'. Form of publicity used by departments? c'. Who determines form?

c. Taxes:

1. a'. What is the tax rate? b'. How is it determined? Legal limit?

2. a'. What is the number of tax payers on real estate? b'. Personal property? c'. Laws governing assessments? d'. How does assessed valuation compare with census valuation?

3. a'. Total amount of all revenue for the last fiscal year? b'. Total expenditures?

4. a'. Must city borrow money to pay current expenses? b'. Has it reached borrowing limit?

5. a'. What is the total indebtedness of the community? b'. What large improvements have been made in last five years on borrowed money?

6. a'. How is city budget made up? b'. Is there public discussion of its items?

7. What is the method of accounting in use?

8. a'. Is there a special school tax? b'. What is it? c'. Has it been increased in the past ten years? d'. Result?

9. What was the total amount appropriated for schools, for sanitation, and health, for streets and civic improvements in past year? Make chart showing proportional amount used for the various public activities.

10. a'. What taxes are paid by the six highest tax payers? b'. Which of these are corporations?

11. a'. What municipal body has power of appropriating and distributing funds? b'. Are requests upon the budget made openly and published, or privately to the appropriating body?

d. Legislative Restrictions and Regulations.

1. What is the state law governing the sale of liquor?

2. a'. Is there local license or no license? b'. Number of saloons?

3. Terms of granting and revoking license?

4. a'. Is there a "saloon limit" for schools and churches? b'. What are the local regulations? c'. Are they enforced? d'. If not, what is the reason?

5. Are bawdy houses permitted or tolerated? (See F III f 7 a', b' c')

6. a'. What legislation affecting the morals and health of the community at large was passed by the council in recent years? b'. What provisions were made for enforcement? Are laws effective?

7. a'. What are the state or city regulations of labor, housing, industries, etc. b'. Who is responsible for their enforcement? c'. Are they properly enforced?

8. If results are still unsatisfactory, what suggestions have you for improving conditions in general?

9. What active voluntary activities in the interest of temperance and morality are there?

e. Courts.

1. a'. What are the different courts in your city? b'. Jurisdiction of each?

2. a'. Are judges and magistrates appointed or elected? b'. Time? c'. Qualifications?

3. What court controls drunkenness, vagrancy, disorderly conduct, non-support?

4. What powers and what options has a judge in cases arraigned on such charges?

5. a'. Number of convictions in court last year for drunkenness, vagrancy, disorderly conduct, non-support, crimes against property, against persons? b'. Disposition made of them?

6. Number first offenders?

7. a'. Is there adult probation? b'. Indeterminate sentence?

8. How long is prisoner detained before brought to court?

9. Is there proper separation of the sexes and of first and minor offenders at the place of detention?

10. What was the number of arrests and convictions, by nationalities, in the last year?

f. Juvenile Court.

1. Are all cases under sixteen brought there?

2. Does it deal with dependents, truants, and child labor offenders? Has Juvenile Court jurisdiction over adults connected with juvenile offenders?

3. a'. Are any cases of juvenile delinquents transferred to the regular court records? b'. If they are, why?

4. Is there a separate detention home for juveniles?

5. a'. Is the child's condition of life investigated and made a basis for judicial decisions? b'. Are full records kept?

6. Is the juvenile court separate, or is it connected with some other court?

7. a'. Where and how are cases heard? b'. What difference is made from the ordinary method of procedure?

8. a'. Are there probation officers? b'. Number? c'. Are they paid or volunteers? d'. Are they connected with some private institution?

9. a'. Number of delinquents handled last year? b'. Age, sex, parentage?

10. a'. Number fined? b'. Number put on probation? c'. In institutions? d'. Dismissed?

11. Is there a society for the prevention of cruelty to children?
12. a'. What is its relation to the court? b'. What constitutes cruelty? c'. Neglect?
13. For what reason does a court sanction the removal of children from their parents?

It may not be possible in all cases to secure accurate information on the various questions suggested, in fact it will probably be found, especially in smaller cities, that records are so loosely kept and such unbusinesslike methods are followed by the city officials, that very little more can be done than to reveal the absolute lack of efficiency.

A study of the court system has been included under the political activities since the administration of Municipal affairs is so closely related to its judicial system. It will be found that much better and more accurate data may usually be obtained in this department of the local government than in any other.

## II. Ameliorative, Reformatory and Punitive.

In every community there are numerous organizations which have for their purpose the amelioration of the social ills of the group in which they are located. While the benefits of these various bodies cannot be overestimated, there is often a woeful lack of efficiency. One of the most common reasons for lack of efficient work is in their lack of coöperation. Likewise, there are many poorly organized societies which have for their aim the elimination of some social ills, but do not consider their relation to other evils or to the general life of the community. As a result of this the remedies advocated are frequently nothing better than make-shifts, and are applied to the effects, rather than to the causes of the evil.

### a. Child Care.

1. a'. Number of children from this locality cared for last year by institutional agencies? b'. Placing out agencies? c'. Other agencies?

2. a'. What was the cost to public funds? b'. To private funds?

3. a'. Number of children from this locality admitted by institutions, public or private, for feeble-minded, crippled, abandoned, or orphaned children? b'. Are institutions adequate for local needs? c'. Conditions for admission to each institution?

4. a'. What is the cost of maintenance? b'. Auspices under which it is carried on, and number of inmates of each?

5. a'. Number discharged from each in last five years, who have become self-supporting? b'. Number who were followed up after discharge?

6. a'. Are children placed out in families? b'. If so how is family chosen, and what control is had over the family afterwards?

7. a'. What control does the state have over each institution? b'. Is there proper inspection? See also questions under Physiological Conditions, Education, Juvenile Courts, Recreation, and Domestic Activities.

b. Charities.

1. a'. Is there an organized charity association? b'. Number paid workers? Have they received special training? c'. Do they know how to make an intelligent investigation leading to constructive plans for the betterment of families?

2. a'. Are records carefully kept? How? b'. Is there a confidential exchange with other agencies? Number consulted? c'. Is aid given from society's funds, or is outside help interested in each case? d'. To what extent is aid received from outside sources?

3. Are there any volunteer friendly visitors? Advisory committees? Other active promoters besides paid workers?

4. a'. What is the number of independent benevolent organizations? b'. Under what auspices? c'. Sources of income?

5. a'. Do any of them receive state aid? If so, number receiving aid? Amount received? Under what conditions? b'. Does the state have full control in compelling them to live up to state regulations for such institutions? d'. Is authority enforced?

6. a'. What is the number of paid workers? b'. Volunteers?

7. a'. Is relief given to certain classes only? b'. On what principles is it given or withheld?

8. a'. Amount of money used last year? b'. Number relieved? c'. Records kept? d'. Is there any formal or informal exchange of information between these agencies?

9. a'. Number of inmates in the almhouses last year? b'. What was cost of maintenance?

10. a'. Are there any restrictions concerning admission or release? b'. Is record kept of repeaters?

11. a'. Are there any feeble-minded or insane inmates? b'. Are children admitted? c'. Is there a hospital ward for the chronic cases?

12. Is there any volunteer visiting committee?

13. Is there a home for the aged?

14. a'. Number of inmates? b'. Terms of admission?

15. Are efforts made to determine fundamental causes of poverty and to prevent them? What seem to be the chief causes of poverty?

c. Outdoor Relief.

1. a'. Is there public outdoor relief? b'. By municipality, county or both?

2. a'. How is overseer appointed in each? b'. Duties, salary, etc.

3. a'. What is the annual appropriation? b'. By whom made? c'. Basis?

4. a'. Is home of each applicant visited? b'. Are references outside of the family regularly consulted? What is the standard of need and of relief? Is there a diet standard; a housing standard, etc.?

5. a'. What is the number of families and of individuals receiving aid last year? b'. Age? c'. Sex? d'. Nativity? e'. Occupation, of the head of each family affected?

d. Homeless men.

1. a'. Is there any adequate provision made for homeless men? b'. Are homeless men generally referred to organized charity society? If so, treatment followed? c'. Is there a municipal home with a proper work test, or is police station still used as a lodging house?

2. Is there any real attempt made to get work for the men? b'. Is there a farm colony? c'. Conditions prevailing there? d'. Does it tend to reform its inmates? e'. Does it lessen vagrancy?

e. Defectives.

1. a'. Is admission to proper institutions secured for deaf, blind, epileptic, feeble-minded, and insane individuals? b'. Are there institutions for the care of any of these classes in community? c'. Is there provision for the accommodation of all needing care?

2. Is there any special treatment for inebriates?

3. a'. Do individuals in the incipient stages of mental or nervous diseases receive expert clinical treatment? b'. Is there any agency which takes over the after care of patients discharged from insane hospitals? c'. What efforts are made to make insane partly self-supporting?

4. a'. Number of hospitals? b'. Number free beds? c'. Classes of cases admitted? d'. Sources of support? e'. Amount of state, county, or city subsidy or subscription?

5. Is there a convalescent home?

6. a'. Diseases treated in dispensaries? b'. Number of each kind?

7. Is there a system of visiting nurses?

8. a'. What provisions are made for prevention of tuberculosis?
  - b'. For incipient? c'. Convalescents? d'. Incurables?
  9. Are there any fresh-air schools or day camps?
  10. Are there any diseases for which no provisions are made?
- f. Other Welfare Agencies.
1. a'. Give number, and name of fraternal orders in community?
  - b'. What charitable work is done by them outside of their own membership?
  2. a'. Women's clubs? b'. Number? c'. Object? d'. Membership? e'. Committees on social work?
  3. a'. Businessmen's clubs? b'. Do they coöperate for improvement in housing conditions, police, sanitation, etc.?
  4. Ministerial association? Does it take active part in improvement of civic conditions?
  5. In as far as any of the following concern themselves with welfare work (aside from education, recreation, industry, and religion, already mentioned), give details of each: a'. Settlements; b'. Y. M. C. A. c'. Y. W. C. A.; d'. Trade unions; e'. Labor unions; f'. employer's union; g'. Boys and girls clubs, etc.; h'. Churches.
  6. Is there any institution which gets in touch with the prisoner before and after his release?
  7. a'. Give number of industrial establishments maintaining a lunch room, baths, a meeting room, club room, playground, settlement houses, social secretary for girls or other welfare agency? b'. Character of each of these?
  8. a'. Is there a pension fund connected with any? b'. What are the conditions? c'. Is free medical aid given?
  9. What is the amount paid victims of accidents by manufacturers, insurance societies, charity organizations, lodges, mutual aids, etc., in the last two years?
  10. What movements for public betterment and social service are needed in the community?

*Crime and Its Treatment.*

The subject of crime and its treatment has received much scientific study during the past two decades. While crime has always been looked upon as an abnormal condition of society, as anti-social, the offender of social rules and regulations is no longer looked upon as being inherently vicious, but rather as a victim of causes, such as heredity, environment and ignorance, which united in causing crime. This new attitude toward

crime has brought about a change in the manner of dealing with offenders. The first method of dealing with offenders was retribution, or vengeance, but with the growth of civilization the attitude became one of deterrence or repression. The present attitude tends toward reformation and prevention. This change in the type of punishment has been greatly influenced by : 1. The great industrial development, which has caused a greater interdependence and consequently a better understanding of people living in different planes of society; 2. Republican ideas of liberty as given by Montesquieu, Rousseau and Locke; 3. New notions of the cause of crime were developed; 4. Change in the attitude of religion toward crime; 5. A new classification of society opening the way for an equity of administering the law.

Sources of data: 1. Examination of the original records of convictions for juvenile, police, county and supreme courts; 2. Inquiry from judges, court, probation and police officers; 3. Examination of evidence as to truancy (see *Education*); 4. Personal investigation for verification of records concerning licensed saloons; and, 5. Make map of district showing distribution of offenders, juvenile and adult, and location of saloons, and other public commercialized places of recreation.<sup>16</sup>

a. Juvenile Delinquency (See Juvenile Courts).

1. a'. Offences for which juveniles were charged during past year? Number of each? b'. Give locality and surroundings where juvenile delinquencies are most prevalent?

2. a'. What per cent of delinquents are first offenders? b'. Repeaters? c'. Boys? d'. Girls? e'. Number at each age?

3. a'. Does there seem to be any relation between juvenile delinquency and lack of playgrounds or other adequate means of recreation? b'. Lack of proper supervision of schools, playgrounds, etc.?

<sup>16</sup> *Is Crime Increasing?*

See *Criminal Statistics of the United States*, Robinson;

"Investigation and Crime," Hourwich, *Am. Jour. Soc.* 1912;

*The Criminal*, Havelock Ellis, p. 369; *Crime and Social Progress*, Hall, Ch. I; *Responsibility for Crime*, Parsons.

*Classification of Criminals:*

See *Criminal Man*, Lombroso; *The Criminal*, Ellis, Ch. I; *Dependents, Defectives and Delinquents*, Henderson, C. R., p. 219. See also, *Punishment and Reformation*, by F. H. Wines; *Anthropology and Sociology in Relation to Criminal Procedure*, by M. Parmalee; *Correction and Prevention*, edited by C. R. Henderson; *The Young Malefactor* by Travis; Garofolo, *Criminology*; Tarde, *Penal Philosophy*; *Making the Criminal* by Russel and Rigby. For reports of investigations see surveys mentioned in classification above.

c'. Congestion? d'. What is their physical condition (of juvenile offenders)? Their mental condition?

4. a'. What per cent have both parents living? b'. Per cent having mother only? c'. Per cent having father only? d'. Per cent having neither? e'. Per cent illegitimate? f'. Per cent parents divorced?

5. What are the general conditions of their homes?

6. a'. Number who have regular employment? b'. Skilled? c'. Unskilled?

7. a'. Are children employed in the street trades? b'. Character of the trades? c'. Number employed in each, by sex, age, and nationality? d'. What legal restrictions are there? e'. Are they enforced?

8. Are children allowed to work at night in factories or street trades?

9. a'. Are children under fifteen allowed to work with adults of opposite sex? b'. What supervision is there of such places?

10. a'. Is the sale of liquor and tobacco to minors under police control? b'. Is it enforced?

11. a'. Is obscene literature circulated? b'. Where obtained? c'. Do police attempt to control such sale?

12. a'. What is needed to improve conditions? b'. What efforts are being made?

b. Adult Crime.

1. a'. Crimes and misdemeanors for which persons were convicted? Annual number convicted for each class? b'. Age? c'. Sex? d'. Parentage?

2. Number of convictions for each 1,000 population?

3. a'. Number and condition of Municipal, Police, or City lock-ups? b'. Number of inmates? Condition of cells? Ventilation? Is there over-crowding? Is medical attention given? Is work provided for prisoners?

4. Number of inmates in county jail? What attention is given the care of convicted persons? Are convicted and unconvicted persons kept together? What is the condition of cells? What kind of work is done by prisoners? Are there any classes, or is instruction of any kind given?

5. a'. Is there a state prison or reformatory in the community? b'. What influence has it on community?

6. a'. Are parole and indeterminate sentence in use? b'. Under what conditions applied? c'. Are there probation officers? d'. Number?

e'. Time devoted to work? f'. Number probationers cared for by each?  
g'. Do drunks and prostitutes and diseased persons receive the special care they need when in jail?

7. Are there fines or jail sentences for prostitutes? For keepers of disorderly resorts? Number of each convicted?

8. a'. Are professional bondsmen allowed to operate in court?  
b'. What are their methods?

*State Institutions.* 1. a'. Are prisoners taught a trade while confined?  
b'. Is it one which will be of service when they are released?

2. a'. Is contract or lease system used? State use? Piece price?  
b'. What goods are manufactured? c'. What pay is received for each prisoner?

3. a'. Is the institution self-supporting, if not, cost to community? b'. What amount is received from the contractors?

4. a'. Do the prisoners receive a share in the profits? b'. How much? c'. If not, how much money are they given on their release?

5. Is any effort made to secure employment for discharged prisoners?

6. Do dependent families of prisoner receive state aid while prisoner is in confinement?

7. What is the total cost for the maintenance of police, courts, and prisoners, as well as the loss through the crimes committed.

8. Is that expense equaled by amount expended in creating conditions which will lessen crime?

### III. Recreation and Amusements.

A recreation survey must take in consideration not merely the existing forms and opportunities, but like a survey of every other form of activity, it should seek out the possibilities and resources offered which are now neglected. In many cities the problem of recreation was hardly considered until quite recently. As a result, the city has grown up in a compact mass with no provision for playgrounds. Parks may be provided, but often these are at such a great distance from the most thickly populated sections of the city, that it is possible for only a small proportion of the inhabitants to patronize them. Even in some small cities many schools are without playgrounds, and where they are provided for they are without any equipment or supervision. In addition to the outdoor recreation places, both free and commercialized, are the indoor amusements. The dangers attending some of these are far greater than

those attending outdoor amusements and the need of supervision is correspondingly greater.<sup>17</sup>

a. General Situation.

1. a'. What are the principal recreations that engage the leisure of the population of your community? b'. Which of these are commercialized? c'. What agencies are there which provide recreation for young people without profits? d'. For workingmen? e'. For working women? f'. What is cost of such recreations and amusements? g'. How are necessary funds secured? h'. Are these advantages made use of by the majority of those for whom they are intended?

b. Playgrounds.

1. a'. What regular playgrounds are there? b'. Area? c'. Amount of supervision? d'. By whom maintained? e'. Estimated number using them?

2. a'. Extent that unimproved lots serve as playgrounds? b'. What use is made of the streets for playing ball, roller skating, coasting, etc.? c'. Attitude of the police regarding use of streets? d'. Are streets used by children dangerous? e'. What per cent of people have no other place for recreation, than streets in vicinity of homes?

3. a'. Are schools provided with playgrounds? b'. Can they be used in summer and after school hours? c'. Are they supervised? d'. Are games part of the work of public schools? e'. Have moving pictures, dramatic performances, etc., been introduced into the public schools?

4. a'. What free park facilities are provided by public or private agencies, or both? b'. Cost of maintenance? c'. Amount of supervision?

<sup>17</sup> For information concerning the study of recreation, see:

"Reports of Committee on Amusement Resources of Working Girls," 119 E. 19th Street, New York City.

"Playground and Recreation Association of America," 1 Madison Avenue, New York City.

"International Committee of Y. M. C. A." 124 E. 28th Street, New York City.

"National Committee of Y. W. C. A." 125 E. 27th Street, New York City.

*Recreation Survey of Milwaukee, Wisconsin.* 1912.

*Knowing One's Community*, Carol Aronovici.

*What Social Workers Should Know*, Miss Byington.

*The Newburgh Survey*, Russell Sage Foundation ("Recreation Opportunities," by J. L. Potter).

*Community Study*, by Warren H. Wilson.

"The Playground Survey" by Henry S. Curtis, *American Jour. Soc.* May, 1914.

"The Sociology of Recreation" by J. L. Gillin, *Am. Jour. Soc.* May, 1914.

*Playgrounds and Recreation Centers*, R. E. Rainwater, University of Chicago Press, 1914.

Equipment? d'. Are they located where needed? e'. Fare from congested districts. f'. What is the general moral standing of the various parks? g'. Are there free concerts held in parks, playgrounds, and schools? h'. What is average number of children using parks? i'. Average attendance of persons using the parks at the various seasons of year?

5. a'. What commercial amusements are there? b'. Where located? Price of admission? c'. Do they have a desirable influence on patrons? d'. Do they have beer gardens and dance halls connected with them?

c. Athletics.

1. a'. What athletic fields are there in the community? Games played? b'. Public or private? c'. Nature, extent? d'. How controlled? e'. What proportion of the people may use them? f'. Are the fields used by the public open every day in the week? g'. If not, what is the reason?

2. What are the gymnasium facilities in the community? a'. Free to public, location, class using them? b'. Open to public for fee, location, amount of fee? c'. Open to members only, class admitted to membership, dues?

3. a'. Give number and type of pool and billiard halls, bowling alleys, skating rinks, etc., in the community? b'. Under what auspices are they run?

4. Is intoxicating liquor sold in connection with any of these places?

5. By what element of the population is each one patronized?

d. Dance Halls and Theaters.

1. a'. Give number of dance halls in community. b'. By whom controlled? c'. Are they run under police supervision? d'. Is liquor sold in connection with any of them? e'. General moral standing?

2. a'. Do any clubs, organizations, etc., give dances which are open to the public at stated intervals? b'. What is the character of these? c'. Class of the population which patronizes them?

3. a'. Give number of theaters: a'. Where regular drama is played? b'. Vaudeville houses? c'. Burlesque houses? d'. Moving picture shows?

4. a'. What is the capacity of each? b'. Average weekly attendance of each? c'. Class of patrons received by each? d'. Most popular type of entertainment offered, and the moral influence of each of the above? e'. What remedies would you offer any or each of them?

5. a'. What are the state laws and city ordinances governing play houses and dance halls? b'. Who is responsible for their enforcement? c'. Are they properly enforced?

e. Entertainments and Clubs.

1. a'. Are there any public lecture courses given? b'. By what organizations? c'. Character? d'. How attended?

2. a'. Are there any regular public concerts given in the community? b'. Under whose auspices? c'. What type of concert is most patronized? d'. Does music play an important part as means of recreation in the community? e'. Are there any local musical organizations? Type of work done? Membership?

3. a'. Are there any local dramatic clubs? b'. What kinds of productions are selected most frequently for public entertainments? c'. Membership of such clubs?

4. a'. Are there any boys and girls clubs? b'. In connection with Settlements? With Libraries? With Institutional Churches? Number? Membership? Average attendance of each? c'. Is the object of the various clubs anything besides being purely recreational and entertaining? d'. Under what auspices is club carried on? e'. Requirements for admission?

5. What clubs are for young men and young women? b'. Number? c'. Membership? d'. Character of club? e'. Is membership drawn from any special class?

6. What seems to be the most popular recreation of the various clubs?

7. What is most popular recreation of young people of community?

8. What particular amusements and entertainments are approved and which condemned by the churches? How do the denominational standards differ?

f. Saloons.

1. a'. Is community license or no license territory? b'. If license, ratio of number of saloons to population? c'. Method of obtaining license?

2. Are saloons located in resident, tenement, or factory districts?

3. a'. Are rooms rented in connection with saloons? b'. Are women or children allowed to enter saloons without restrictions?

4. a'. To what other regulations are saloons subjected? b'. How and by whom are regulations concerning saloons enforced?

5. What is the attitude of the various denominations to the saloon and to drinking customs?

6. a'. Are the meeting places of labor unions, fraternal orders, other societies, connected with saloons? b'. Have they a ladies' parlor? c'. Is there evidence of gambling? d'. By what class are saloons chiefly patronized?

7. a'. Are houses of prostitution allowed or tolerated? (F I d 5) b'. Segregated? c'. Is solicitation on the streets tolerated by the police?

g. Day of Rest.

1. a'. What forms of business are conducted on Sunday? b'. Any unnecessary? c'. Number of persons employed?

2. a'. What commercialized recreation on Sunday? b'. Is there any effort to close places of recreation? Why?

h. Summary.

1. What is the total amount paid out by the city for recreation, as compared with the amount paid for fire protection, courts, and police?

2. What proposals have you for the improvement of recreation facilities in your community?

#### *G. Education.*

Education is the one activity which is universally recognized as the most powerful agent in molding the character of the community. There is perhaps more interest taken in this phase of the social survey than in any other single subject, since there is no other agency in the community which is of such general concern, and which touches so many people in such a direct and effective manner.

Under the general head "Education" we have included, public schools, private schools, libraries, music and art, the press and higher education.

##### I. Public Schools.

In making a study of the public schools of a community, general factors to be considered are:

a. *Scope*, dealing with the educational needs of the community from the point of view of the number of people trained, the extent to which it meets the needs of the community and the enforcement of the requirements of compulsory education.

b. *Administration*, dealing with the character and organization of the administrative body, expense of maintenance, budget making and accounting system used, and general policy of the Board.

c. *Efficiency*, dealing with the type of work done by the schools, the facilities for handling the number attending, medical inspection, vacation and evening schools, industrial and vocational training and general efficiency of the teaching force.

In order to make a really efficient educational survey, the services of a person familiar with school room administration is necessary. Much of the data will be secured by:

1. A study of the State school laws.
2. Examination of the character and organization of the local administrative body.
3. Special detailed reports of the School census.
4. Personal visits to the public schools, inspection of their records, and questioning of teachers and pupils.
5. Reports from State Inspector.
6. Truant officer, and general inquiry.

Reports of similar studies may be obtained from the Department of Surveys and Exhibits, and the Division of Education of the Russell Sage Foundation, 130 E. Twenty-second Street, New York.

a. Scope.

1. a'. What is the total number of persons of school age in community? b'. Total number in school?

2. a'. Number of children of school age who are out of school and at work? b'. At what are they chiefly employed? (E II c) c'. Number in school employed outside of school hours?

3. Total number of illiterates in the community, by age, sex, and nationality?

4. Number of foreign born who can neither write nor read the English Language?

5. a'. What number of children leave school before they finish the fifth, sixth, seventh, and eighth grades of school? b'. Per cent that finish the first, second, third, and fourth year of high school.

6. What are the state laws governing school attendance?

7. a'. Is there a truancy department? b'. How is it maintained?

c'. Methods of work? d'. Has it legal backing? e'. Number of officers?

8. Do officers receive daily reports from the schools?

9. Is a card index of all children of school age kept in order to trace any who are missing at the beginning of the school year?

10. a'. What is the number of cases investigated last year?

b'. Number taken to court? c'. Number sent to truant school?

11. a'. What disposition is made of habitual truants? b'. Are parents ever fined for permitting truancy?
12. Does officer visit and has he power to take into court pupils who are truant from the parochial schools?
  - b. Administration.
1. a'. Are members of the school committee appointed or elected at large by subdivisions? Number? b'. Salary? c'. Term?
2. a'. What active committees and what sub-committees? b'. What have they accomplished?
3. a'. What is the total expense of public education? b'. Whence is money derived?
4. In what proportion is the money divided between teachers salaries, school maintenance, repairs, and construction?
5. Is accounting up-to-date and efficient?
6. a'. Are books furnished free to pupils? b'. What system of buying and distributing books in use?
  - c. Efficiency.
1. a'. What is the capacity of the different grades? b'. Number of children in each?
2. a'. Is overcrowding common? b'. What is the average number of pupils per teacher? c'. Are any ever rejected or unclassified for lack of room?
3. a'. Special provisions for cripples, feeble-minded, backward and weakly children? b'. What is the method of committment?
4. Are there special classes for foreign children?
5. a'. Is there medical and dental inspection of the schools? b'. How often are physical tests made? c'. Frequency of eye and ear tests? (D III) d'. Is there moral instruction and supervision of playgrounds?
6. a'. What is number of school nurses? b'. Number of school visitors?
7. a'. Number of pupils who repeated their grade last year? b'. What, in opinion of superintendent, is the cause? c'. What was the per cent of increase of cost, due to repeaters?
8. a'. Are there vacation schools? b'. Evening schools? c'. How long open each year? d'. Subjects taught? e'. How advertised? f'. Are they used by foreigners?
9. a'. Number of kindergartens in the public schools? b'. Number private kindergartens? c'. Are kindergartens maintained in the poorer districts?

10. a'. Are manual training and domestic science taught? b'. In what grades? c'. Subjects? d'. Are these subjects part of the school curriculum or optional?

11. a'. What trades are taught? b'. Length of courses?

12. a'. What industrial or private schools are maintained in the community by either public or private organizations? b'. Capacity? c'. Work done? d'. Efficiency? e'. Cost of maintenance? f'. Source of income, etc.?

13. a'. Number of graduates who have gone into local industries in the last ten years? b'. Is there any effort to adjust local school to local needs?

14. a'. What are the requirements for teachers' certificates in each grade? b'. Salary?

15. a'. Are school reports issued regularly, and do they deal with distribution of expenditures, appointments and change of teachers? b'. Do they deal with truancy, school population, number of pupils dropped from rolls, repeaters, and absences, with comprehensive evidence of the needs of the school?

16. Are there facilities and rules for reporting classroom conditions?

## II. Private Schools.

The investigation of the private schools consists in a study of those schools which do work parallel to that done by the public schools, in regard to efficiency as compared with the public schools, and the extent of the field covered. While the investigation of the work of the other private schools as Y. M. C. A., institutional churches, settlement houses, etc., will consist principally in the scope of their activity.

1. a'. Are there any parochial schools in the community? b'. Number? c'. How maintained? d'. Capacity? e'. Number of pupils? f'. Of teachers?

2. a'. Is the work done the same as that covered by public schools? b'. Does the public school inspector have jurisdiction over them? c'. Is the work of as good quality as that done by the public schools? d'. Are foreign languages spoken?

3. Have the teachers qualifications equal to those of public school teachers?

4. a'. What other private schools are there? b'. Give details concerning them?

5. a'. What is the number and type of educational classes in Y. M. C. A. and Y. W. C. A.? b'. What is the attendance? c'. Subjects taught? d'. Class fees? e'. Are the classes limited in numbers? f'. What groups usually join?

6. Are there any special funds provided by any of the industries for the betterment of the community at large?

7. a'. What organizations are maintaining a lecture course? Nature? b'. How well is it attended?

8. a'. Are there any social settlements in the community? b'. Nature of their work? c'. How maintained? d'. Are they located where needed? e'. What are their chief educational facilities?

9. a'. Are churches doing education work outside of parochial schools? b'. If so, under what conditions?

### III. Libraries.

1. a'. What is the number of libraries in the community? b'. Number of books? c'. Of readers last year? d'. Hours of service?

2. a'. Are poorer districts provided with library facilities? b'. How far from most distant point to a public library?

3. a'. Conditions under which books are loaned? b'. What is method of distributing books to settlements, schools, etc.?

4. Are there private collections at the disposal of the public? Number, kind, etc.?

5. Are books on special subjects, notably those pertaining to local industries, kept on reserve for workers and students?

6. Are notices of new books and other library facilities published regularly?

7. Have libraries juvenile departments? Story hours?

8. a'. Are exhibits held and public lectures given in the library? b'. Do librarians actively aid readers in securing information?

### IV. Fine Arts.

While music and art have a more or less indirect educational influence upon a community, the effect of these factors are none the less evident. The music that finds its way into the best homes is often times positively degrading, not so much in its direct influence as in the fact that it tends to weaken the finer sensibilities. In spite of all encouragements, the degradation of musical taste among large sections of people, indeed among a vast majority, is a cause for serious concern, and any movement or influence which tends to work in the upward direction deserves all the recognition and support it is possible to give.

1. What advantages has community in lines of art and music?
2. a'. Are there any clubs or organizations devoted to music or art? b'. Number, membership, requirements for admission, work carried on?
3. a'. Are there any schools of music and of art? b'. Give details?
- c'. Character and amount of music and art taught in the public schools?
4. a'. What is the number of private teachers? b'. Approximate number of persons studying?
5. a'. Are any regular concerts given? b'. Type of music furnished?
6. Are efforts put forth by any organization to educate the public to an appreciation for the best in music and art?
7. Are there any museums or art exhibitions? b'. Give details?

#### V. The Press.

1. a'. What is the number of local newspapers? b'. Are there any printed in a foreign language? c'. What language? Circulation of each?
2. a'. Are the newspapers in sympathy with civic improvement? What paper takes the lead in reform movements? How are its efforts received? b'. Are they controlled by any special interests, or are they entirely independent?

3. What magazines are most read?

#### VI. Higher Education.

1. a'. Is there any college, normal school, or university in the community? b'. If there is, under what auspices? c'. Give capacity, cost of maintenance, number enrolled, character of work done, general effect upon community.

#### E. Religious Activities.

While the efforts of the churches and various other religious societies have always been directed primarily toward the social and moral betterment of society, the work of the church in regard to definite community welfare work has usually been a spasmodic or temporary uprising to fight some definite evil. Consequently there has always been a lack of concerted action on the part of the churches. If a definite policy is once arrived at the difficulty arising from lack of coöperation will be largely overcome.<sup>18</sup>

<sup>18</sup> See "Sociological and Religious Survey of Seventy American Cities" the Presbyterian Board, 156 Fifth Avenue, N. Y. 1912.

"Digest of Social and Religious Survey of Bristol," Public Library, Bristol, Conn. 1912.

*Community Study* by Warren H. Wilson.

*Survey for Rural Communities*, George F. Wells.

1. What is the number of churches in your community?
2. a'. What denominations, creeds, or sects, do they represent?  
b'. Any other organizations in community, which supplement the church but which are not connected therewith?
3. a'. What organizations in the community are competing with the church? b'. What is the ethical influence of these bodies? c'. Could churches coöperate with them, or are they opposed to the fundamental principles for which the church stands?
4. Are there separate churches serving particular nationalities?
5. a'. Are churches united on all civic questions? b'. If not, on what do they agree and disagree? c'. Why? d'. Which are active with regard to civic improvement?
6. a'. Is there favor in the community toward church federation?  
b'. What could be done in the community with united churches that could not be done now? c'. Why is it impracticable now?
7. a'. Is there opposition to the church in the community?  
b'. On what grounds?
8. a'. Is there a ministerial association? b'. Membership?  
c'. Object? d'. Does it include all the ministers of the community?  
e'. Does it take an active part in civic movements? f'. In prevention of disease? g'. In social and moral prophylaxis?
9. To what portion of the community do churches feel they owe obligation? Do they avoid poor districts?
10. a'. What methods are used to attract the different members of the community? b'. Are there classes or groups in the community which are not reached by the churches? c'. Describe them.
11. What additions and changes are needed in the religious activity in your community?
12. a'. What work are the churches doing outside of their regular religious services? b'. Do their activities extend to those who seem most in need of them, or to their own members only? c'. Do churches do any training for actual social work? d'. Do all the churches coöperate with the charitable societies? If any do not, why not? e'. In what lines are the churches and organizations of the community making the most marked success?
13. a'. Do differences between churched and non-churched and between denominations correspond to social differences? b'. What attitude do the workingmen take toward the church? c'. If unfavorable, why?

14. a'. Membership of the Y. M. C. A. and Y. W. C. A.? b'. Number reached by their activity? c'. Nature of their activities religious, social, and other weekly meetings or lectures? d'. What classes do they reach? e'. Are there any classes which they do not reach? Why?

15. a'. What is the total membership in the community of churches and of other organizations which have for their object the religious and moral betterment of the community?

16. a'. Are they united in their efforts to rid the town of the saloon, in its present form? b'. What is being done to create the interest of its patrons in other things (by Y. M. C. A. institutional work of churches, etc.)?

17. What survivals are there of superstition, magic, belief in luck, animism, ghost-theory and taboo?

## CONCLUSION

When the social survey of a community has been completed; when the data concerning the various conditions and activities have been gathered and the situation in all its complexities has been thoroughly analyzed, the real work of the survey has just begun. For if nothing results from the labor expended in the gathering of all this information concerning the living conditions and activities the effort put forth in making the survey will be worse than wasted,—it will serve as a deterrent to any future work of this kind. The real problem connected with such a study consists in the formulation of a constructive policy for the community, in all its various aspects, which will serve as the basis for a program of development extending over a long period of years.

Since cities vary so greatly in their general composition and characteristics, no single scheme of survey can be drawn up so as to be equally applicable in detail to all communities, but, unity of method is necessary for clearness and is indispensable for comparison of conditions. Without some uniformity, the data gathered in an investigation would lose all of its future comparative and scientific value. The scheme here proposed is framed only as a basis which may well be modified when applied to widely diversified communities without destroying its worth for making comparisons and for drawing general conclusions.

It has been the purpose of this paper, first, to show the need for comprehensive social surveys of urban communities, both large and small, which will serve as the basis for constructive civic development for years to come. Second, to classify the various surveys and investigations which have been made, and indicate the need for a uniform system of surveys in order that the benefits, the successes and the failures of studies carried on all over the country might have a basis for scientific comparison, and so that the data gathered would have permanent value. Third, the plan of a comprehensive scheme of surveys, with some suggestions concerning its application and for securing the necessary information.

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